

## **ORDINANCE NO. 5449**

**AN ORDINANCE** of the City Council of the City of Bremerton, Washington, adopting revisions to the Eastside Village (EV) Subarea Plan, including but not limited to: increase maximum structure height, removal of maximum density requirements, consolidation of zoning districts, and adoption of Design Review Board process.

WHEREAS, the policies of the Eastside Village Subarea Plan call for monitoring the execution and implementation of the Subarea Plan; and

WHEREAS, through practical use and application of the Eastside Village (EV) Subarea Plan the need for modification to the development regulations has been identified in order to meet the Plan's vision; and

WHEREAS, the City of Bremerton ("City") has established a procedure for amending the Zoning Code in Title 20.18.020(d) of the Bremerton Municipal Code ("BMC"), and Area-wide Rezones in Title 20.58.050(e), which require amendments to the Zoning Code to be both consistent with the goals and policies of the Comprehensive Plan and to be consistent with other applicable rules and regulations; and

WHEREAS, these amendments are consistent with the EV Subarea Plan Vision, City's Comprehensive Plan, County Wide Planning Policies, the State Growth Management Act, and other applicable regulations and ordinances; and

WHEREAS, the Planning Commission conducted a workshop to discuss the proposed Subarea Plan revisions at its regular meeting on January 24, 2022; and

WHEREAS, the City hosted a Virtual Open House on February 28, 2022 to discuss the proposed Subarea Plan revisions; and

WHEREAS, March 11, 2022 the proposed amendments were circulated to Department of Commerce and the State Agencies for the requisite review and comment period; and

WHEREAS, a legal advertisement was placed in the Kitsap Sun on March 11, 2022 notifying the public of the opportunity to provide testimony at the Planning Commission public hearing; and

WHEREAS, on March 21, 2022 the Planning Commission held a public hearing on the proposed revisions to the EV Subarea Plan, considered public comment, and made a recommendation of approval for the City Council's consideration; and

WHEREAS, in accordance with RCW 43.21(c) and WAC 197-11, Adoption of Existing Environmental Documents with an addendum to the Final Environmental Impact Statement (EIS) was circulate on April 18, 2022; and

WHEREAS, a legal advertisement was placed in the Kitsap Sun on April 25, 2022 notifying the public of the opportunity to provide testimony at the City Council public hearing; and

WHEREAS, on May 4, 2022, the City Council conducted a public hearing on these code changes, and considered all testimony prior to their decision; NOW THEREFORE,

THE CITY COUNCIL OF THE CITY OF BREMERTON, WASHINGTON,  
DOES HEREBY ORDAIN AS FOLLOWS:

**SECTION 1.** The City Council accepts and adopts the Findings and Conclusions of the Planning Commission as presented in **Exhibit A**, attached hereto and incorporated by this reference as if set forth in full herein.

**SECTION 2.** The EV Subarea Plan is amended by approving and adopting the revised EV Subarea Plan as presented in **Exhibit B**, attached hereto and incorporated by this reference as if set forth in full herein.

**SECTION 3. Corrections.** The City Clerk and codifiers of this ordinance are authorized to make necessary corrections to this ordinance, including but not limited to, the correction of scrivener, clerical, typographical, and spelling errors, references, ordinance numbering, section/subsection numbers and any references thereto.

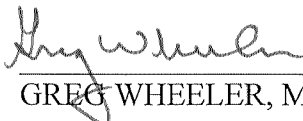
**SECTION 4. Severability.** If any one or more sections, subsections, or sentences of this ordinance are held to be unconstitutional or invalid, such decision shall not affect the validity of the remaining portion of this ordinance and the same shall remain in full force and effect.

**SECTION 5. Effective Date.** This ordinance shall take effect and be in force ten (10) days from and after its passage, approval and publication as provided by law.

PASSED by the City Council the 4th day of May, 2022

  
Michael Goodnow, Council President

Approved this 10th day of May, 2022

  
GREG WHEELER, Mayor

ATTEST:

Angela Hoover

ANGELA HOOVER, City Clerk

APPROVED AS TO FORM:

Kylie Finnell

KYLIE J. FINNELL, City Attorney

PUBLISHED the 6th day of May, 2022  
EFFECTIVE the 16th day of May, 2022  
ORDINANCE NO. 5449

EXHIBIT A  
PLANNING COMMISSION  
FINDINGS & CONCLUSIONS



# FINDINGS AND CONCLUSIONS OF THE CITY OF BREMERTON PLANNING COMMISSION

## Summary:

Proposed revisions to the Eastside Village Subarea Plan.

### I. FINDINGS OF FACT

#### 1. **Project Description:**

The proposed amendments to the Eastside Village Subarea Plan will revise development regulations, and accomplish Subarea Plan map changes, in order to better implement the goals and policies of the current plan. Revisions include, but are not limited to: increases in height, remove maximum density requirements, consolidations of zoning districts, and other changes.

This proposal does not impact, nor change, the Vision, Guiding Principles, Goals & Policies of the Subarea Plan.

#### 2. **Procedural History:**

- 2.1 Planning Commission Workshop: January 24, 2022
- 2.2 Online Open House: February 28, 2022
- 2.3 Washington State Department of Commerce Notice: March 11, 2022
- 2.4 Notice of Public Hearing: March 11, 2022
- 2.5 Planning Commission Public Hearing: March 21, 2022

#### 3. **Public and Agency Comment:**

- 3.1 None provided at the Workshop
- 3.2 At the Planning Commission Public Hearing on March 21, 2022, the following testimony was provided:
  - 3.2.a Michael Cowan: Supports the City's focus on walkable areas where people don't have to rely so much on cars, and supports changes that encourage better community connections.
  - 3.2.b Mark Goldberg: Removing the overlays and simplifying the zoning makes it easier for developers to understand the requirements and quickly move projects forward. The proposed changes are a good step in the right direction for Bremerton.
  - 3.2.c Diane Manning: Concerned about traffic on Warren Avenue and SR-303, and that current infrastructure will not support development.

#### 4. **SEPA Determination:**

Determination to be made once Planning Commission provides recommendation on proposed Eastside Village Subarea Plan revisions.

#### 5. **Consistency:**

Area-wide Rezones (zoning map changes) and Text Amendments shall meet the decision criteria outlined in BMC 20.58.050(e) and BMC 20.18.020(d). The Planning Commission may recommend, and the City Council may adopt or adopt with modifications, an amendment to Title 20 if the criteria outlined below are met.

- (1) It is consistent with the goals and policies of the comprehensive plan;

*Analysis:* The proposed amendments continue to uphold the objectives and goals of the Comprehensive Plan, and implement the following policies:

- o Goal LU1. Plan for Bremerton's population and employment growth.
- o Policy LU1(B): Coordinate Bremerton's growth consistent with the Kitsap Countywide Planning Policies and the Puget Sound Regional Council's Vision 2040, and state requirements.

- City Services Goal CS1: Provide municipal services that enhance the quality of life in Bremerton.
- Policy CS1(B): Educate the citizenry about City services and citizen responsibilities.
- Goal CS4: Provide safe and reliable utility service to citizens, while balancing economic, aesthetics and environmental factors.

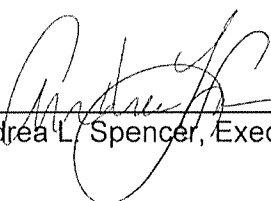
(2) It does not conflict with other City, state and federal codes, regulations and ordinances.

*Analysis:* The proposed amendments do not conflict with any other regulations.

## II. CONCLUSIONS & RECOMMENDATION

Based on the findings above, the Planning Commission concludes that the proposed amendments to the Eastside Village Subarea Plan related to revised development regulations, and Subarea Plan map changes, meet the requirements in BMC 20.58.050(e) Area-wide Rezones and BMC 20.18.020(d) Text Amendments, and therefore recommends to the City Council, the adoption of amendments to Title 20.

Respectfully submitted by:

  
\_\_\_\_\_  
Andrea L. Spencer, Executive Secretary

  
\_\_\_\_\_  
Rick Tift, Planning Commission Chair

EXHIBIT B  
REVISED EASTSIDE  
VILLAGE SUBAREA PLAN



City of Bremerton

**October 21, 2020**

As Amended May 4, 2022

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# Center Subarea Plan: Eastside Village

*Prepared by*

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- Kathy Cocus, KEDA
- Leslie Daus, Bremerton Councilmember
- Lynn Wall, US Navy
- Marc Islam, Property owner
- Matt Pahs, WSDOT
- Matthew Wheelus, CHI Franciscan

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- Rick Tift, Vice-Chair
- Jeffrey Coughlin
- Nick Wofford, Chair
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**NOTE:** Exhibits 13-15, 28-31 were removed with the 2022 Subarea Plan Update



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# Introduction

# 1.1 Background & Purpose

## 1.1.010 Background

The Eastside Employment Center (EEC) is a long-standing employment center with a medical center, small businesses, housing, and parks and urban forests. Now a key anchor in the center is moving. Harrison Medical Center has been the center of the EVC since its opening in 1965. The Medical Center has been, until recently, the hub of many related medical services in this area. Harrison has begun a transition to a new campus in Silverdale and many of the associated medical uses surrounding their facility in Bremerton are also making this transition. It is expected that the first phase of the Harrison transition will be nearly complete by 2020, with the full departure of the hospital expected to be completed by 2023.

Through this process, the Eastside Employment Center (EEC) has been re-branded to be called Eastside Village (EV). This subarea plan is developed to help support this Center.

The City desires to ensure that the EV remains an economically vital center with both jobs and housing. With this goal, the City commissioned the preparation of a subarea plan for the Center. The plan builds on past planning efforts and economic and market analysis to describe a vision, land use and design, and action strategies for the EV. Upfront environmental review is part of the plan and will help bring about desired change and development.

This Center Subarea Plan is a comprehensive 20-year plan that establishes the general patterns for future land use, transportation and other infrastructure needs in the area. The purpose of this plan is to provide greater detail, guidance, and predictability to future development within this Center.

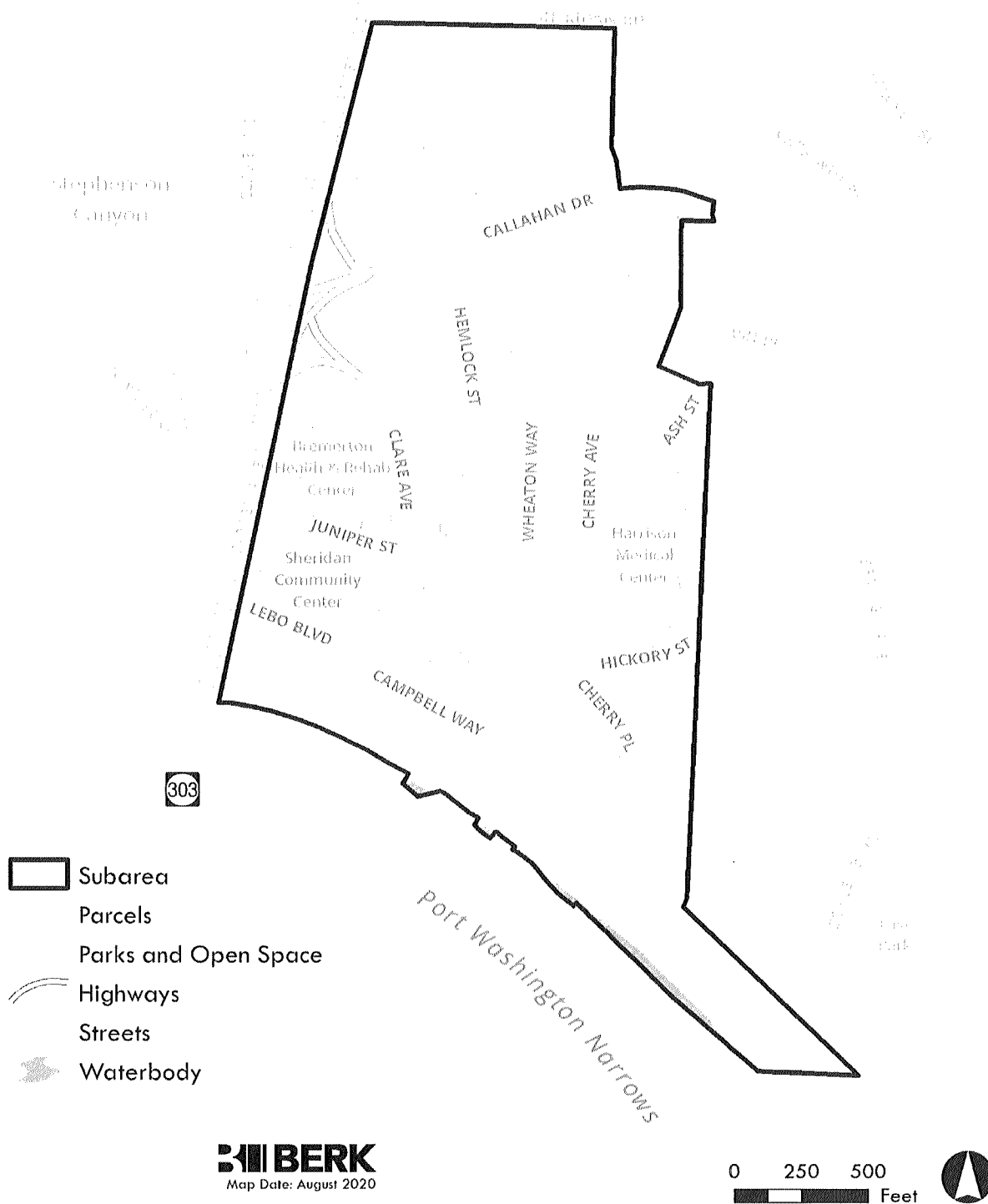
## 1.1.020 Study Area

The Eastside Village subarea is approximately 80 acres in size and contains a variety of uses that include single family residential, apartments, commercial, and medical uses. See Exhibit 1. Less than 15% of the land area is undeveloped, though many of the commercial structures are vacant or soon to be vacant.

The Center is well connected to residential neighborhoods to the West and has a large green space to the east. Nearby Olympic College is well known as a talent pipeline for employers offering degree programs that are connected to local employers' workforce needs.

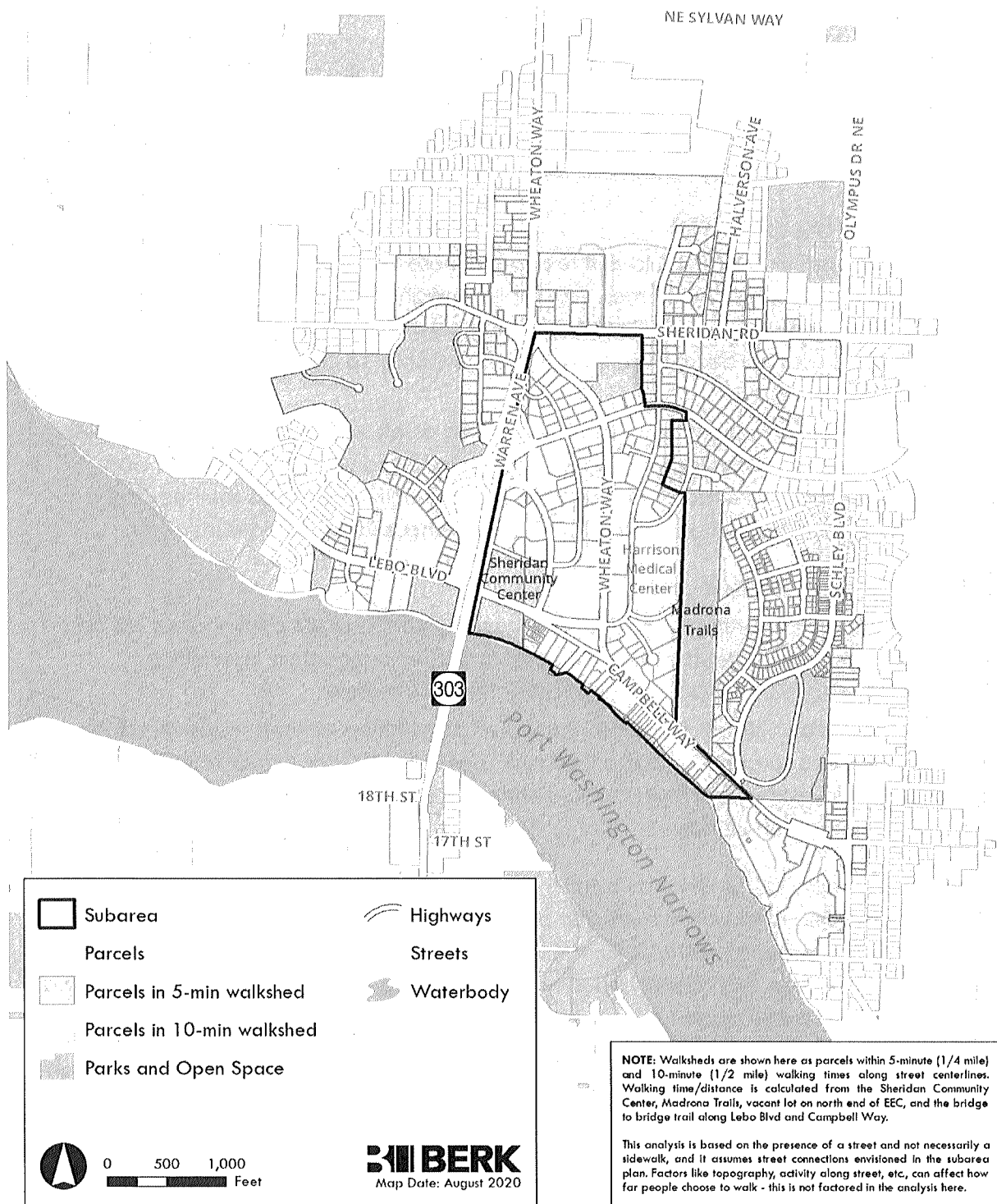
The Eastside Village subarea is a regional attractor for a range of users inside and outside the center. The map below shows the reach and impact of the center's major attractors such as the Madrona Trails open space in the east, the Bridge to Bridge trail in the south, and the Sheridan Park Community Center in the west. In terms of acreage, roughly 320 net acres or 690 individual parcels are within a five-minute walk of the center. See Exhibit 2.

Exhibit 1. Study Area, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

Exhibit 2. Study Area Walkshed, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

## 1.2 Creating a Vision

This Subarea Plan and its associated EIS examined alternatives for the future of the Study Area, now called the Eastside Employment Center (EEC), but proposed to have the Center re-named to Eastside Village (EV) to encompass a range of visions. The Draft Plan and Draft EIS reviewed the following alternative visions:

Vision 1: A residential focused center.

- In this scenario, uses in the EV would shift to provide more options for multifamily housing, including apartments and townhomes. A complete neighborhood to support these new residents will be promoted through resident-serving new retail and commercial uses. A small amount of office uses will also be encouraged in the Center to provide live/work options within the neighborhood.
- Housing options in this scenario would include existing assets such as the presence of older adult housing. New and existing housing would be supported with retail, services, and multi-modal investments to build an age-friendly community that meets the needs of a wide variety of households, from young families, single households to older residents.

Vision 2: An employment-focused center.

- In this scenario, the role of the EV in supporting employment uses will continue but will be aligned to future needs after the Harrison Medical Center is relocated. New office development will provide opportunities to attract new businesses.
- Existing businesses and office developments would be retained. Limited residential and retail uses will also be encouraged to support a mix of uses in the Center. Similar to the residential focused center investments in multi modal connections and public spaces would make the Center more pedestrian-friendly.

These two visions tested a range of land use and growth options in the subarea. A Preferred Alternative was identified after public outreach and comment opportunities on the Draft Subarea Plan and Draft EIS concluded in winter 2020. The Preferred Alternative vision is for a residential focused center with diverse, high density housing types for all ages and incomes supported by a commercial core and flexible opportunities for employment-generating uses.

The Draft and Preferred alternatives are compared in a Final EIS. See the Appendix of this Subarea Plan for additional information on the planning process and the alternatives.



# 1.3 Community Engagement

## 1.3.010 Public Outreach

Ongoing community participation was an essential part of developing the Subarea Plan. The planning process included an economic and market analysis and an integrated SEPA and subarea plan process. In addition, the City led a separate comprehensive study of the SR 303 (Warren/Wheaton) corridor. This study will identify transportation options that improve livability and attract investment to the area along the corridor. Given these plan components and related projects, community involvement strategies were divided into four phases:

- **Phase 1: Building Awareness** focused on building outreach materials and tools to inform the public about upcoming engagement activities and ways to participate.
- **Phase 2: Visioning** focused on soliciting comments and feedback about the community vision through a variety of activities, including open house meetings, online tools, interviews, pop-up events etc.
- **Phase 3: Alternatives and Draft Plan Feedback** provided an opportunity to share the draft subarea plan with the community and gather feedback and comments.
- **Phase 4: Final Plan Feedback** provided opportunities to provide input on the final plan and to close the conversation and the planning process with the release of the final subarea plan and EIS.

Starting in June 2019, the City and consultant team worked to engage a broad range of people in the planning process including those who may be potentially under-represented to gather input. This includes residents with lower incomes, older residents, youth, and residents with special needs. The City and consultant team identified ways to make the public involvement inclusive and hear from a diverse range of people. Strategies that were implemented include:

- Offering multiple ways to engage – web, phone, in-person, and paper tools.
- Design of activities to address key barriers to participation such as using short add-on events to popular community events.
- Leveraging local champions (schools, senior centers, food bank, libraries, faith community, special events).
- Monitoring and adjusting engagement activities throughout the process to target gaps.

Stakeholders included area residents, businesses and property owners, community organizations, public entities and agencies, potential developers and investors, and other interested parties.

Outreach and engagement efforts were extensive and included the following:

## Project Webpage

The City of Bremerton has established a project website at [www.bremertonwa.gov/eastsidecenter](http://www.bremertonwa.gov/eastsidecenter). It includes information about the project, links to draft products, and a comment form.

## EIS Scoping

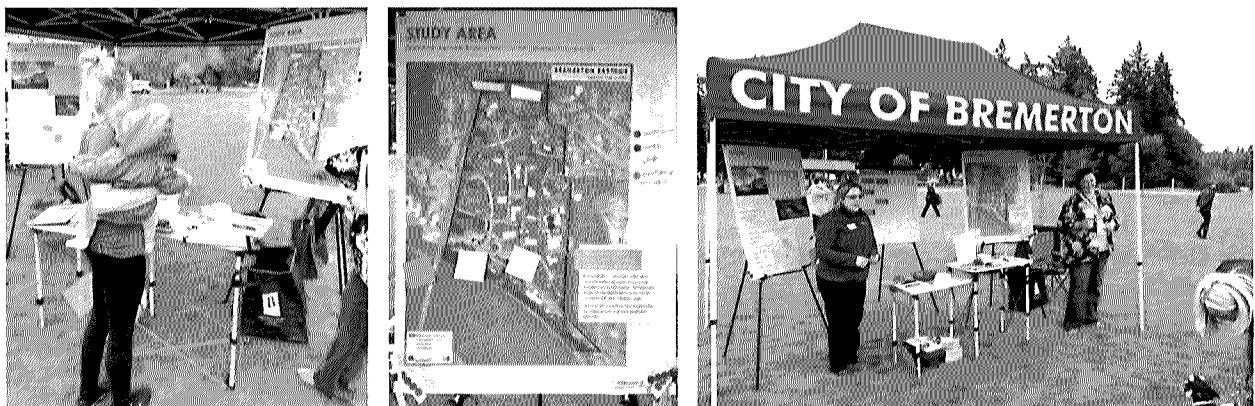
Public, tribal, and agency comments were solicited by the City as lead agency in an extended written scoping period from September 26, 2019 to November 15, 2019. Scoping notices and a meeting announcement were sent by mail to each property owner in the Center, and to a list of federal, state, and local agencies and tribes. The City also sent these documents by email to lists of persons interested in planning issues in the city. The scoping notice was published in the Kitsap Sun to notify any other persons having an interest in the project.

## Stakeholder Interviews

As part of the market analysis and existing conditions analysis, the project team interviewed three stakeholders knowledgeable about the Center to gather additional insights on the project. The interviewees included property owners, real estate experts and representatives from Naval Base Kitsap.

- Rick Cadwell, The Cadwell Group
- Mark Goldberg, MBG Co.
- Lynn Wall, Naval Base Kitsap

## Pop-up Events



## Bridging Bremerton

The project team set up a table at this popular community event with informational materials and boards. This was an opportunity for community members to share ideas for the Center's future and

to learn about the planning process. More than twenty-one people provided input.

### *Kitsap Library Pop-up*

The project team set up a table at this popular location for people to learn about the project and have their say through a quick, fun exercise and a short survey. Roughly twenty-five people participated.



### *Door to Door Outreach*

Project staff conducted door-to-door outreach to local businesses in order to invite local business participation in the conversation. More than fifteen local business owners provided input.

### **Public Kickoff & Vision Workshop**

Similar to the pop-up events, this event was an opportunity for community members to share ideas for the Center's future and to learn about the planning process. More than twenty people attended this event held at the Sheridan Park Community Center on August 13, 2019.



### **Online Storymap & Survey**

An online Story Map and feedback tool provided another option for the public to learn about the project and provide comments. 41 responses were received to the survey about vision (Fall 2019) and 13 responses were received for the survey on the draft plan (Spring 2020).

### **Preferred Alternatives Workshop**

The City will host a one-day design workshop in spring 2020 to engage community members in developing a preferred alternative and community vision plan for the Center.

## Sounding Board Advisory Committee

An Advisory Committee, composed of representatives from Bremerton City Council, Bremerton Mayor, Kitsap Transit, Harrison Hospital, and the US Navy, convened at key project milestones to address issues and concerns for the Center Subarea Plan for Eastside Village. On November 13, 2019, the Advisory Committee met to review outreach and engagement activities, existing conditions analysis, and provide direction on the range of Eastside Village land use alternatives. In March 2020, the Advisory Committee reviewed the Draft Plans and Draft EIS that evaluated the range of alternatives. The Advisory Committee provided direction on a preferred plan for the Eastside Village and was briefed on public comments regarding this plan and related Center documents.

## City Council & Planning Commission

The Bremerton Planning Commission hosted a special meeting on March 16, 2020 with a community open house to discuss the draft EIS followed by a workshop. The Bremerton Planning Commission will forward its recommendations to the City Council in Summer 2020 after a June and July Planning Commission Public Hearings. The Council makes the final decision about the Subarea Plan after considering the Planning Commission recommendation.

## 1.3.020 Summary of Input

The following major themes and concerns were heard through the multiple activities of the engagement process.

- **Affordable and diverse housing:** Participants talked about their struggle to find suitable housing in Bremerton. Housing needs included more rental housing, more housing located close to transit, and a variety of housing choices at diverse price points.
- **Services:** Participants expressed their desire to see more services and resources for daily living, such as grocery stores, restaurants, health care, and recreation within or in close proximity to the Center.
- **Walkability:** Most travel to and from the Eastside Village currently occurs by car. The neighborhood structure of the Eastside Village makes it a challenging environment to walk in. The street network does not follow a typical grid pattern and is limited in locations. Curving roadways and varying topography throughout the Study Area add to challenges facing pedestrians. While most streets in the Eastside Village have sidewalks, their condition varies. Poor sidewalk conditions on streets such as Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive as well as the relative lack of walkable destinations were raised as concerns by several participants.
- **Open space assets:** Participants saw the area's open space assets, especially the Madrona forest and its trails, as distinctive and authentic elements of the character of this area. Many participants expressed their desire to see better connections between these open assets and

to other open spaces such as to Lions Park, Stephenson Canyon, recreational amenities in the Old East Bremerton High School, and to the YMCA.

- **Economic opportunity:** Participants expressed their desire for the Eastside Village to support businesses of all sizes that provide jobs, income, revenue, and a path to economic opportunity. Institutional uses, such as those focused on workforce training, and medical uses, were brought up by many participants as potential uses of the Harrison Hospital site and other vacant lands.
- **Bicycling:** The limited extent of bicycle infrastructure within the Eastside Village (only dedicated bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard) was seen by some residents as a need to be addressed in the future. Better connections to Downtown through a shared use path along the Warren Avenue Bridge, shared use lanes for Cherry Avenue from Wheaton Way to the north, and along Sheridan Road west of SR 303 were seen as high priority needs.



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# **Vision & Guidance Framework**

## 2.1 Vision

The Eastside Village vision and guidance framework grew from ideas shared during the public engagement activities listed above and describe the future that the community aspires to achieve this Center. This Plan lays out policies and actions that will help achieve this vision.

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**The Subarea Plan envisions redefining the Center as the Eastside Village to reflect the area's mixed-use, residential focus and its location in East Bremerton.**

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### Vision

In 2040, the Eastside Village is a vibrant and active area, with commercial, residential, and institutional uses, and development design and intensity that supports walkable streets.

The Eastside Village is known for expansive territorial views and is framed by Madrona Trails Park on the east, marine views of Port Washington Narrows on the south, and a newly improved multimodal SR 303 on the west. Wheaton Way and Lebo Boulevard are tree-lined streets with ample sidewalks and pedestrian friendly mixed-use street frontages. It is easy to walk and bike in the neighborhood and reach retail and services at mid-block crossings. Residents, visitors, and employees, find parks, plazas, and commercial nodes at the shoreline and hilltops.

The Eastside Village encourages a wide range of commercial uses and diverse housing types within it. Flexible development regulations allow a complementary collection of uses to emerge. The presence of increased housing options for a range of incomes and ages, walkable, accessible streets and open spaces and the mix of existing uses with new development ensures that growth in the center has been inclusive. By encouraging a mix of uses and high-quality, walkable development, the center has assured its long-term viability as a quality residential neighborhood with housing for all ages and incomes supported by commercial nodes and waterfront entertainment.

Environmentally sensitive areas have been retained and enhanced and new development is located and constructed to ensure growth is balanced with environmental protection.

## 2.2 Guiding Principles

The following four guiding principles, also summarized in the vision statement, and goals and policies, form the guidance framework for the Eastside Village's future. These principles are intended to guide change, improve the investment climate, and market perception of the area, and create opportunities for employment, housing, retail, and services growth.

### *Economic Vibrancy*

- Provide opportunities for a broad range of economic activities so that the Eastside Village can accommodate both smaller-scale office uses, retail uses, employers, as well as existing and new employment-generating uses.
- Provide opportunities for businesses that create jobs that pay good wages and are accessible to people with all levels of education.

### *Livability, Health, and Mixed Uses*

- Integrate mixed-use development, including a diverse range of housing, and concentrated development in some locations, to create active, lively areas integrated with employment and retail services.
- Invest in amenities and features to support community health, and reflect the growing demand for walkable, amenity-rich places by employers and our residents.
- Support an intergenerational neighborhood with affordable, varied, and quality housing options for all stages of life.
- Coordinate the provision of public space, and neighborhood retail and services, to support residential development.

### *Connectivity*

- Ensure that residents, employees, and visitors of the Eastside Village enjoy access to open space and the ability to walk and bike safely throughout the Center.
- Promote coordinated shoreline access that emphasizes pedestrian amenities, community gathering, and views.
- Improve access to safe, reliable, and frequent transit.

### *Environmental Stewardship*

- Identify and protect critical areas and shoreline ecological function.
- Prioritize areas to be protected and restored.
- Promote green infrastructure for both new and existing facilities.



### *Coordinated Planning*

- Create incentives for new development that fits the vision.
- Plan in coordination with SR 303 Corridor study.
- Fulfill goals of the state legislative appropriation to Bremerton to develop a new vision, plan, regulations, and planned action for the EC.
- Support the City's pending Comprehensive Plan Update and the regional growth strategy in Vision 2050 that seek additional housing and jobs in Bremerton, a metropolitan city.

### *Transition over Time*

- Encourage a graceful transition of land use to meet center goals as redevelopment occurs over time. Consider market forces, incentives, and other tools to facilitate transitions.
- Provide special provisions to accommodate existing uses that may not be part of the area's long-term envisioned future.

## 2.3 Goals & Policies

This section includes goals and policies for this Center that would direct specific actions by the City of Bremerton in the Eastside Village. Goals and policies are based on the guidance framework and are designed to guide the land use plan as well as zoning, environmental regulations, and capital plans for the Center.

### 2.3.010 Urban Design

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The Comprehensive Plan envisions a walkable, connected future for its centers, including the Study Area. However, the Study Area's existing auto-oriented character, limited street systems, large blocks, site sizes, and topography create barriers for walkability. As the Study Area transitions to different uses and a more walkable – potentially even mixed-use environment – foundational changes to its auto-oriented urban form may be necessary.

The Study Area enjoys several assets that can be built upon. These include views, access to open space systems, and connections to established residential areas.

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**Goal EV-1:** The Eastside Village is a Center with a cohesive and accessible neighborhood structure that creates a positive identity for the neighborhood, supports business expansion and investment, strengthens existing neighborhood assets, and improves quality of life.

- **Policy EV-1:** Adopt design guidelines to ensure that future development is aligned with the Subarea Plan's urban design vision, especially related to the creation of an attractive, pedestrian-oriented environment.
- **Policy EV-2:** Consider realigning Wheaton Way north of Callahan Drive to create opportunities for a commercial campus and facilitate traffic movement.
- **Policy EV-3:** Improve streetscape design along Wheaton Way within the Eastside Village to visually unify the corridor and link potential employment-oriented nodes with "signature" character.
- **Policy EV-4:** Support SR 303 multimodal improvements. Leverage the planned new roundabout as a signature entry feature that provides opportunity to highlight employment nodes in the northern end of the Eastside Village.
- **Policy EV-5:** Plan for small retail nodes to allow businesses that serve residents and employees.

## 2.3.020 Land Use & Housing

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**Zoning in the Study Area** allows a wide range of potential uses, including residential, retail, office, and institutional activities.

Currently vacant sites and existing, older buildings offer redevelopment opportunities throughout the Study Area. The hospital-owned parcels (both the parcel with the hospital building and the vacant parcel north of it), the City-owned site across from the Sheridan Community Center, and smaller parcels along Lebo Boulevard and Campbell Way are all potential opportunity sites.

Existing housing consists mainly of apartments and senior housing or care facilities, and those living in the Study Area tend to live alone. The City's Comprehensive Plan focuses new residential growth in centers and anticipates adding 350 dwellings (about 750 people) in the Study Area by 2036. New mixed-use housing or intergenerational housing could change the demographic makeup of the area in the future.

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**Goal EV-2:** The Eastside Village is a Center that shall accommodate a range of development to ensure anticipated citywide growth is focused in Centers.

- **Policy EV-6:** Allow horizontal and vertical mixed-use development to offer greater flexibility in business and housing choices.
- **Policy EV-7:** Allow a range of housing types, including townhomes, apartments, and other multifamily housing formats configured and connected to increase housing diversity and supply.
- **Policy EV-8:** Encourage the development of high-quality office development to bring jobs to the Center.
- **Policy EV-9:** Allow commercial development in the Eastside Village to promote the provision of supportive services and amenities for residents, employees, and visitors.
- **Policy EV-10:** Support the transformation of underutilized lands, such as surplus public property, parking lots, or environmentally contaminated lands that are cleaned up, to higher-density, mixed-use development, or amenities, aligned with the vision for the area.
- **Policy EV-11:** Apply Multi-Use Zoning at appropriate locations to provide sites with maximum development flexibility while ensuring new uses are aligned with the Subarea Plan's urban design goals.
- **Policy EV-12:** Ensure land use compatibility by applying a transition area of Low-Density Residential zoning where the Study Area is adjacent to a single-family residential neighborhood.

**Goal EV-3:** Future development in the Eastside Village is inclusive and age-friendly.

- **Policy EV-13:** The Eastside Village includes safe, reliable, and user-friendly travel options that increase mobility for a diverse range of households across income, family size and age.
- **Policy EV-14:** Encourage designs for parks and other public spaces, streets, and sidewalks that allow them to be used and enjoyed by people of all ages and abilities.

**Goal EV-4:** Housing in the Eastside Village meets the needs of a diverse range of people and supports intergenerational living.

- » **Policy EV-15:** Encourage a variety of housing and unit types to provide housing that meets the needs of a range of households including families, younger adults, older adults, singles, and couples.
- » **Policy EV-16:** Encourage the development of multifamily housing to increase the supply of available housing and to provide more housing options.
- » **Policy EV-17:** Continue to allow assisted living and nursing home facilities to accommodate the diverse needs of older adults.
- » **Policy EV-18:** Ensure that development standards make it simple and cost-effective to build a variety of housing units that meet the needs of the community.
- » **Policy EV-19:** Collaborate with local and regional agencies and stakeholders on strategies to reduce homelessness.
- » **Policy EV-20:** Invest in amenities and services that make the Eastside Village an attractive place to live for a variety of households at various income levels and stages in their life.

**Goal EV-5:** Future development in the Eastside Village, is attractive with high quality architectural and urban design.

- » **Policy EV-21:** Adopt design standards that address development, including the massing, location and orientation of buildings, connections to public spaces, and streetscapes.
- » **Policy EV-22:** Provide opportunities for homeownership by supporting housing that is affordable to households at a variety of incomes and with a variety of needs.
- » **Policy EV-23:** Adopt design standards tailored for new development, retrofits, as well as the fit of newer buildings with older, existing development.

## 2.3.030 Circulation

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The Study Area's existing transportation network functions well for transit and vehicle traffic, with all study intersections operating better than the City's LOS standard. There are opportunities to provide more designated pedestrian and bicycle facilities. Increased transportation network connectivity for all modes could be considered to allow more direct and convenient travel between land uses.

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**Goal EV-6:** The Eastside Village connects seamlessly with motorized and non-motorized transportation networks.

- » **Policy EV-24:** Create a hierarchy of streets that safely accommodate cars, bicycles, and pedestrians.
- » **Policy EV-25:** Plan for future street connections to ensure a complete, continuous, and efficient street network.
- » **Policy EV-26:** Develop a network of multi-use trails, sidewalks, and bike lanes that connects important destinations, places, and services people use daily including employment uses, commercial and cultural uses, schools, parks, and transit stops.
- » **Policy EV-27:** Ensure that individual developments within the Center are linked by streets and multi-use trails. Require developments to provide street and trail extensions and

frontage improvements to be designed consistent with Subarea Plan cross sections and city standards.

**Goal EV-7:** Residents, employees, and visitors of the Eastside Village use modes other than single occupant vehicle (SOV).

- **Policy EV-28:** Develop and implement code regulations that improve streetscapes to encourage and support other forms of travel through this center.
- **Policy EV-29:** Develop and implement regulations tailored to the Center's travel characteristics and opportunities.
- **Policy EV-30:** Require compliance with the City's Commuter Trip Reduction Program, including encouraging employers or multifamily properties to provide transit passes for employees and residents.
- **Policy EV-31:** Support automated or other innovative models of transportation that improve mobility and connections to key destinations for residents, visitors, and employees.

**Goal EV-8:** Cost-efficient multimodal improvements are made to the Center's transportation network.

- **Policy EV-32:** Pursue operational improvements to improve traffic flow before investing in more costly capacity expansion.
- **Policy EV-33:** Prioritize the implementation of non-motorized projects that connect the Center to nearby neighborhoods and/or make travel within the neighborhood safer and more convenient.
- **Policy EV-34:** Collaborate with Kitsap Transit to install transit amenities at all the Center's stops currently missing shelters and benches.
- **Policy EV-35:** Consider potential pedestrian desire lines as development occurs and implement mid-block connections where feasible.
- **Policy EV-36:** Require appropriate development, including new development, to build frontage improvements consistent with urban design standards.
- **Policy EV-37:** Develop transportation connections supportive of the findings of the SR 303 Corridor Study.

## 2.3.040 Environment

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The marine shoreline is a valuable natural resource along the southern boundary of the Center. Regulations that protect resources in this area will require compliance with all relevant permitting processes. This will add cost and time constraints to proposed development activities with potential to impact regulated resources; however, this development is feasible as long as it complies with those regulations.

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**Goal EV-9:** Environmental stewardship is integrated into the landscape of Eastside Village.

- **Policy EV-38:** Protect ecological functions and values of the shoreline and critical areas such as fish and wildlife habitat conservation areas, aquifers, and geologic hazards through Shoreline Master Program and critical area regulations.
- **Policy EV-39:** Require stormwater management that is integrated with or mimics natural systems.

## 2.3.050 Economic Development

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Prior to the adoption of the this Subarea Plan, the Comprehensive Plan designation of the Study Area as an Employment Center (EC) support large-scale employment activities with significant commercial space, with supporting residential and commercial amenities. Mixed-use development is supported.

The relocation of Harrison Hospital would affect a large amount of jobs in the city; this subarea plan focuses on different alternatives to address employment and mixed-use options.

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**Goal EV-10:** A vibrant and diverse employment base in the Eastside Village serves both citywide and neighborhood needs and creates opportunities for jobs for city and neighborhood residents.

- **Policy EV-40:** Recruit, grow and retain a wide spectrum of employment opportunities in the Eastside Village.
- **Policy EV-41:** Provide flexibility in use and development standards to allow for a collection of multiple uses that complement each other.
- **Policy EV-42:** Ensure that the Eastside Village includes a variety of housing opportunities and types to provide a broad range of housing choices for a local workforce.

**Goal EV-11:** The Eastside Village benefits from partnerships and collaboration to create holistic strategies for economic development.

- **Policy EV-43:** Collaborate with the Washington State Department of Commerce, the Kitsap Economic Development Alliance, Naval Base Kitsap Bremerton, and local and regional stakeholders to recruit employers and capitalize on any opportunities for development in the Center.
- **Policy EV-44:** Pursue ongoing dialogue with the Harrison Medical Center regarding the types of redevelopment opportunities that will be considered on its property, to ensure that future development and use of the site are consistent with the City's vision.
- **Policy EV-45:** Continue dialogue with Naval Base Kitsap Bremerton to capitalize on any opportunities for off-base uses that would be suitable for the Center or specifically the Harrison Medical Center site.

- **Policy EV-46:** Pursue proactive approaches to create market opportunities. This could include the following:
  - Identifying companies with “C-suite officers” that live in Bremerton to highlight marketing opportunities for satellite offices, with access to improved amenities, high quality of life, and lower cost of living.
  - Identifying other businesses with a regional presence that would be interested in siting new offices in locations with improved affordability and high quality of life.
  - Working with property owners and venture capital investors on opportunities for business incubators, accelerators, and coworking spaces that can support smaller businesses with growth potential to locate in the neighborhood.
- **Policy EV-47:** Consider providing financial and tax incentives to attract desired development into the neighborhood.
- **Policy EV-48:** Consider monitoring the execution of subarea planning and implementation and keep the public and stakeholders informed about ongoing progress with the neighborhood.

**Goal EV-12:** Workforce development programs provide a pipeline of skilled workers to the Eastside Village.

- **Policy EV-49:** Partner with the Olympic College and other local academic institutions to support workforce development, and research and development.

**Goal EV-13:** The Eastside Village enjoys a business climate that encourages development aligned with the Subarea Plan Vision and provides clarity and certainty to developers and property owners.

- **Policy EV-50:** Streamline application, review and approval processes for engineering, building, and planning permits for new development and expansion of existing businesses.

## 2.3.060 Public Services & Infrastructure

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**Public Services:** Law and safety services are provided by the Bremerton Police Department and Bremerton Fire Department operating from facilities in the area. There are no schools in the Study Area, but several are located nearby and serve it.

About 10% of parcel acres (9.5 acres) in the Study Area offer park, recreation, and open space opportunities. The Study Area is also surrounded by other parks and natural areas, including East Park Nature Area / Madrona Trails, and Sheridan Park. There is an existing gap in Neighborhood Park service area coverage in the Study Area.

**Utilities:** The City has enough water supply to meet demand beyond 2032, but should continue conservation education efforts to reduce future water demand. Water conservation incentives in the EV could also reduce the need for capital improvements to system conveyance.

Redevelopment projects in the EV could occur simultaneously with any need for future wastewater system improvements to maximize efficiency. Redevelopment will be required to provide treatment for runoff from pollutant generating impervious surfaces when the size of development exceeds thresholds in the stormwater manual.

Opportunities to address stormwater problems in the Cherry Avenue basin may arise as redevelopment proceeds, such as eliminating stormwater connections to the wastewater system, installing new storm mains to provide adequate stormwater conveyance capacity along Cherry Avenue, reducing peak flow rates, and improving stormwater treatment upstream of the sensitive marine shoreline.

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**Goal EV-14:** Ensure availability of utilities at appropriate levels of service to support the Eastside Village's existing and planned development.

- **Policy EV-51:** Consider opportunities for joint use of utility corridors and facilities as pedestrian facilities, open spaces, and amenities.

**Goal EV-15:** The Eastside Village is efficiently served by public services and infrastructure.

- **Policy EV-52:** Require development to pay its fair share of costs toward infrastructure and public services.
- **Policy EV-53:** Ensure the timing and scale of public investments is balanced with private investments to make sure that the Eastside Village is a feasible opportunity for new development.
- **Policy EV-54:** Update City Water, Sewer, & Stormwater comprehensive plans to include growth anticipated in the Center and ensure that primary public infrastructure planned for.

**Goal EV-16:** The Eastside Village is enhanced with open spaces that adds a focus for the surrounding area, takes advantage of neighborhood assets, and connects to adjacent resources.

- **Policy EV-55:** Explore a shared street along Campbell Way in which both pedestrians, bicycles and low speed vehicles share the roadway.
- **Policy EV-56:** Ensure that all development in the Center is connected to a network of open spaces.
- **Policy EV-57:** Explore connections to the proposed Bridge to Bridge trail.



- ▮ **Policy EV-58:** Consider ways to leverage a cluster of spaces (undeveloped street ends, underutilized parcels north of and along Campbell Way) along the waterfront into a public space and amenity.
- ▮ **Policy EV-59:** Consider alternative uses for city-owned waterfront property used as a laydown site.
- ▮ **Policy EV-60:** Ensure land use compatibility by applying a transition area of Residential Low-Density zoning where the Study Area is adjacent to a single-family residential neighborhood.

**Goal EV-17:** The stormwater system is planned, constructed, and operated in a way that protects property, public safety, water quality, and enhances the natural environment in and around Eastside Village.

- **Policy EV-61:** Establish development code and green street standards that make LID/GSI the preferred approach to stormwater management, where feasible, including code that minimizes impervious surfaces, native vegetation loss, and stormwater runoff. Develop standards for lined facilities where infiltration is not feasible or advisable.
- **Policy EV-62:** Encourage City's Public Works and Parks Departments to collaborate and identify opportunities to partner on projects to locate regional stormwater facilities in parks that provides water quality benefits and enhancements to park function. Require new development to install stormwater treatment for the right of way when building frontage improvements consistent with urban design standards.
- **Policy EV-63:** Complete capital projects to eliminate system deficiencies prior to, or concurrent with, private development.
- **Policy EV-64:** Pursue outside funding, such as water quality improvement grants and loans when appropriate, to leverage City infrastructure investment.

**Goal EV-18:** Stormwater management strategies employed by the City

promote community health and healthy lifestyle choices within the Eastside Village.

- **Policy EV-65:** Apply LID/GSI as the preferred approach for stormwater management on right-of-way improvement projects where feasible.
- **Policy EV-66:** Incentivize green building standards that promote the use of LID/GSI for stormwater management.

**Goal EV-19:** Water supply to the Eastside Village reliably meets the fire flow and general potable water demand to support development.

#### LOW IMPACT DEVELOPMENT (LID) AND GREEN STORMWATER INFRASTRUCTURE (GSI)

- The term low impact development (LID) refers to systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration or use of stormwater to protect water quality and associated aquatic habitat.
- The term green stormwater infrastructure refers to the management of wet weather flows using these processes, and to refer to the patchwork of natural areas that provide habitat, flood protection, cleaner air and cleaner water.
- At both the site and regional scale, LID/GI practices aim to preserve, restore and create green space using soils, vegetation, and rainwater harvest techniques.
- LID is an approach to land development (or re-development) that works with nature to manage stormwater as close to its source as possible. LID employs principles such as preserving and recreating natural landscape features, minimizing effective imperviousness to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product.
- There are many practices that have been used to adhere to these principles such as bioretention facilities, rain gardens, vegetated rooftops, rain barrels and permeable pavements.
- By implementing LID principles and practices, water can be managed in a way that reduces the impact of built areas and promotes the natural movement of water within an ecosystem or watershed. Applied on a broad scale, LID can maintain or restore a watershed's hydrologic and ecological functions. (Source: US EPA)

- **Policy EV-67.** Run the water system model to identify deficits in water supply system on the preferred alternative.
- **Policy EV-68.** Incorporate projects in the water system capital improvement plan as necessary to address any identified deficits and ensure they are accounted for in financial planning.

**Goal EV-20:** Water use per single family household is maintained below 180 gallons per day on a 3-year average.

- **Policy EV-69.** Increase water efficiency with standards that require water conserving fixtures such as ultra-low flush toilets and low-flow shower heads and by incentivizing green building standards.
- **Policy EV-70.** Require landscaping to use drought-tolerant native plant species and include water-efficient irrigation when irrigation is used.

**Goal EV-21:** Businesses are provided industry-specific water efficiency information that can reduce their use.

- **Policy EV-71.** Develop and provide educational material to businesses to encourage water efficiency

**Goal EV-22:** The wastewater system reliably conveys wastewater away from the Eastside Village and provides adequate wastewater treatment prior to discharge of effluent to the environment.

- **Policy EV-72.** Utilize the wastewater conveyance system model to identify deficiencies in wastewater conveyance on the preferred alternative.
- **Policy EV-73.** Incorporate projects in the water system capital improvement plan as necessary to address any identified deficiencies and ensure they are accounted for in financial planning.

**Goal EV-23:** Wastewater pumping and treatment costs are reduced through projects that reduce inflow and infiltration and standards and incentives that reduce wastewater generation.

- **Policy EV-74.** Expand the stormwater conveyance system where needed to eliminate stormwater flow into the wastewater system.
- **Policy EV-75.** Reduce wastewater generation with standards that require water conserving fixtures such as ultra-low flush toilets and low-flow shower heads and by incentivizing green building standards.



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# Urban Design

## 3.1 Community Design Overview

This Chapter lays out six urban design strategies that provide the foundation for the Eastside Village. Sections following provide a discussion of these strategies and summarize their application within the Subarea.

### 3.1.010 Sensitive Infill

A majority of anticipated development within the subarea will concentrate development on vacant or underutilized property. Infill development of appropriate scale will ensure that land in the subarea is used efficiently.

The Subarea Plan calls for several key changes to encourage infill, including higher densities and flexible development standards. Urban design issues such as height, bulk and scale, streetscape design and housing variety have also been considered.

### 3.1.020 Walkability

New development in the Subarea is envisioned to help transition the Eastside Village to a more walkable environment. The Plan emphasizes urban design features that support walkability such as smaller blocks, a highly connected grid like street network, mixed land uses that put many destinations close to each other, small storefronts or ground floor retail in to support housing and employees, sufficiently high densities, and community hubs and civic places that promote activity and social interaction.

### 3.1.030 Placemaking for Economic Development

An important goal of the Subarea Plan is to attract employers to the area. A focus is thus on urban design qualities that appeal to prospective employers, such as availability and quality of workforce housing, urban living infrastructure, access to and connectivity to bikeways and sidewalks, and multi-modal mobility.

### 3.1.040 Parks & Public Spaces

A community's quality of life has a significant impact on its ability to attract and retain businesses. Parks and public spaces enhance community quality of life and are tied to regional economic development.

### 3.1.050 Waterfront as Amenity

Visual access to the water is an important asset of the Eastside Village. Given this, the Subarea plan envisions future development that considers visual connections to the water and makes good use of topography.

### 3.1.060 Equity & Inclusive Growth

Access to efficient transportation options, affordable housing, and easy access to services, make workers more productive and firms more robust. These investments increase job quality and lead to long-term access to economic opportunity for all. Given this, a focus of the Subarea Plan is on infrastructure investments and housing variety.

A diverse set of employers is another key piece of economic health. The Subarea Plan envisions the retention of existing businesses, as well as the addition of new businesses, to diversify the job base of the area.



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# **Land Use Plan**

## 4.1 Overview

This section describes existing policies and regulations for the Eastside Village, its history of development, and existing land use patterns. Alternatives that were studied through the EIS and the preferred vision are also described.

Prior to the adoption of this subarea plan, the Comprehensive Plan designation of the Study Area as an Employment Center (EC) support large-scale employment activities with significant commercial space, with supporting residential and commercial amenities. Mixed-use development is supported.

The EC zoning district applies to the entire Study Area and allows a wide range of potential uses, including residential, retail, office, and institutional activities. Height limits range from 80 feet for residential uses (and mixed-use projects that are primarily residential), and 60 feet for non-residential uses.

Opportunities for redevelopment are spread across the Study Area. These include both currently vacant sites as well as redevelopment of older, existing buildings. The hospital-owned parcels, including both the parcel with the hospital building and the vacant parcel north of it, the City-owned site across from the Sheridan Community Center, as well as smaller parcels along Lebo Boulevard and Campbell Way are potential opportunity sites.

### 4.1.010 Background

An Economic and Market Analysis was also done to inform this effort to develop a new vision and regulatory environment to support new development in Eastside Village as it prepares for the departure of the Harrison Medical Center.

The following findings were derived from this research:

- **Strategies for the Center should include a long-term conceptual vision and a clear plan for implementation.** In reviewing the guiding visions and examples of strategies from other contexts, a clear approach appears necessary to provide guidance and eliminate regulatory and planning obstacles to long-term success. The City should pursue a series of development actions to clarify the use of the Harrison Medical Center site, develop and implement and vision for the City's intent for the area, and monitor results and realign strategies as necessary over the longer term.
- **There will be challenges in attracting new technical, scientific, and professional employment to the Center, especially in the short term.** The subarea will be significantly challenged by the loss of medical service employment, as these jobs will not be easily replaced by another employer. Outside of government employment, there has been only a nominal increase in employment in other sectors, and professional, technical, and scientific industries have even reported declines in local employment. This suggests that while new



business attraction and retention campaigns might yield results in the future, natural trends in local business growth are not likely to lead to the substantive demand for new office space in the Center.

- **Military-related uses face restrictions that would limit their ability to be accommodated in the Eastside Village.** For Naval Base Kitsap-Bremerton and the Puget Sound Naval Shipyard, there are recognized space limitations for both government and private-sector contractor activities. However, directives from the Department of Defense limit the use of leased space outside of government facilities for military use. Even in the case of exceptions, leased properties are typically required to comply with anti-terrorism force protection guidelines. For private-sector contractors, office space may not be required directly in Bremerton, especially for uses that do not require a constant physical presence. Although there could be the potential for future military-related uses in the Center, these limitations will complicate any efforts to encourage development in the short term.
- **Short-term redevelopment opportunities will be related to new multifamily residential development with supporting retail uses.** A stronger market case can be made for promoting new multifamily development in the Eastside Village. Available multifamily units in the city tend to be older, with significant pre-war development in the downtown and 1970s–1980s development for housing units elsewhere. Increasing housing quality and availability can help to address expected needs, and appropriate neighborhood retail can be incorporated into mixed-use projects to support new residents and help provide for a complete neighborhood.

The report also offers strategic directions to address the transformation of the Eastside Village to address obstacles and identify opportunities, actions, and investments that could occur in the short and long-term to create a durable and vital center.

## 4.2 Existing Policies & Regulations

### 4.2.010 Bremerton Comprehensive Plan

The City of Bremerton's Comprehensive Plan is the community's vision for Bremerton over the next 20 years (2016-2036). The Comprehensive Plan's land use strategy envisions Bremerton as a vital, economically strong, and desirable place to live and work. Called the Centers Concept, this strategy intends to capitalize on new demographic trends and opportunities. The Comprehensive Plan envisions the City's communities and established neighborhoods to have a distinctive focus, yet walkable and well connected to each other. See Exhibit 3.

The following policies implement this land use strategy.

*LU1(A): Designate neighborhoods, communities, and centers throughout the City and encourage the implementation of design guidelines for new development and redevelopment that complement the designated purpose and scale.*

*LU4(B): Provide multimodal options and standards that have connectivity throughout the City, especially linking centers and neighborhoods for all modes of transportation.*

In addition, the Plan identifies five types of centers, and center policies applicable to all centers. These include the following:

*LU1-Cen(A): Development regulations should encourage pedestrian oriented mixed-use design in Centers and address such issues as: (1) Locating buildings or features in the core of the Center at sidewalk edge, (2) Providing windows and other architectural features that foster pedestrian interest along street fronts, (3) Adopting sign standards that reflect pedestrian scale, (4) Encouraging and/or requiring architectural features that are of a scale and type appropriate for viewing by pedestrians at the building front and immediately nearby, and (5) Development projects should be encouraged to provide amenities such as street furniture, street trees, small public spaces and plazas, etc.*

*LU1-Cen(B): Provide for advanced utility planning to offer upgraded, ready-to-serve services for development designed to achieve maximum density.*

*LU1-Cen(C): Building facades shall utilize architectural features that provide for horizontal and vertical modulation.*

*LU1-Cen(D): Alternative circulation for automobiles should be provided as much as possible with consideration for freight circulation for local businesses. The goals of alternative circulation designs should include: (1) reducing traffic in pedestrian oriented core of the Center, and (2) placing parking away from the street.*

*LU1-Cen(E): Consider the existing built environment when creating development*

regulations.

LU1-Cen(F): Implement parking ratios that reflect the least amount of spaces required for development approval where transportation options other than the automobile are available to serve travel needs.

LU2-Cen(A): Pre-qualify key areas and sites for environmental permitting through such tools as subarea plans and related programmatic Environmental Impact Statement's. Work toward enabling development in Centers to proceed as a Planned Action under the State Environmental Protection Act (SEPA) including coordination with the local tribal government for protection of treaty cultural and natural resources.

LU2-Cen(B): Coordinate with Kitsap Transit to provide transit access to centers.

LU2-Cen(C): Provide incentives and flexibility that encourage and enable development in Centers, including alternative parking options like payment in lieu of parking spaces.

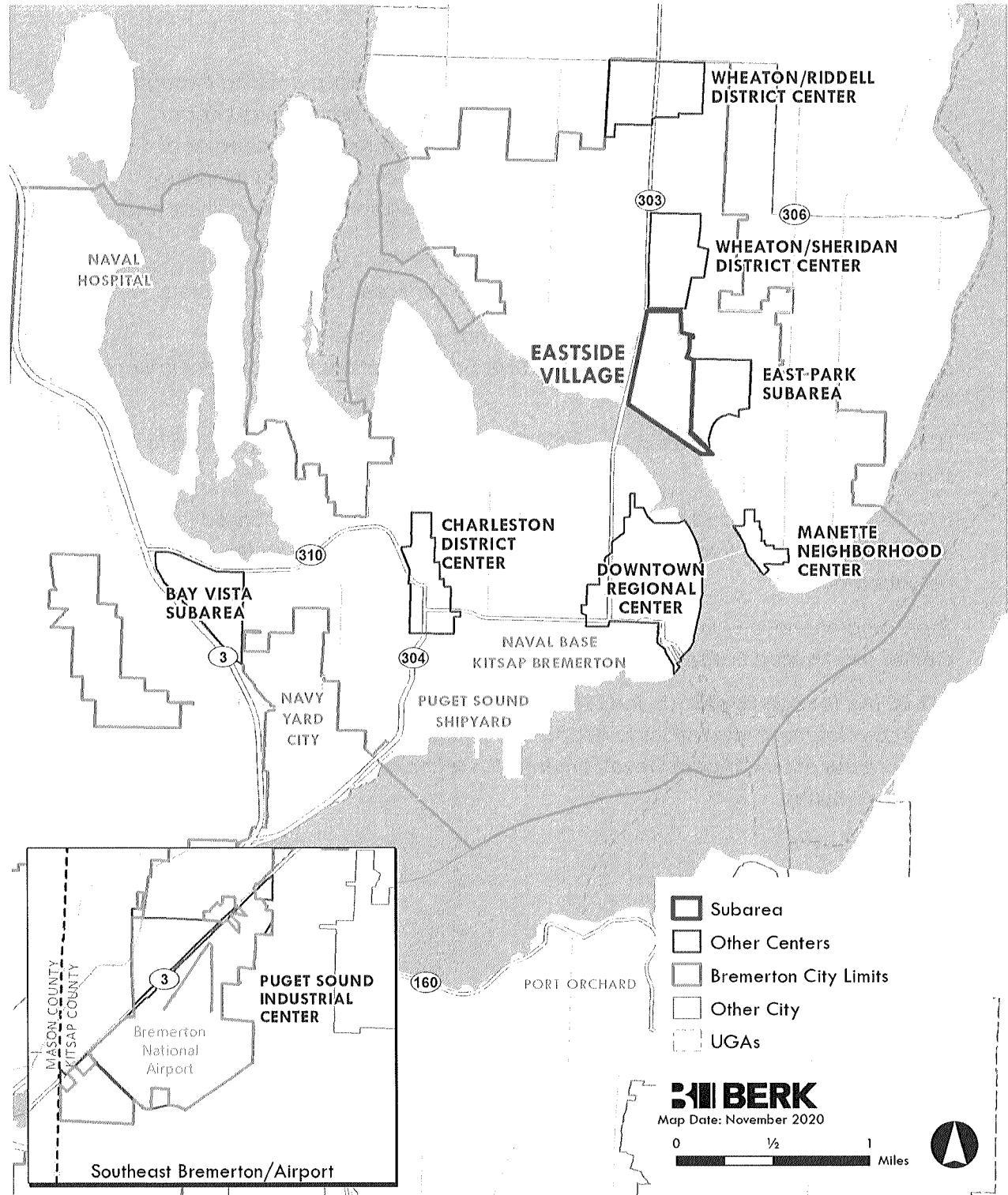
LU3-Cen(A): Provide recreation opportunities within centers including access to the shoreline.

LU4-Cen(A): Improve and provide for walkability, and other nonmotorized transportation routes throughout Centers and provide links between the centers and neighborhoods.

The Comprehensive Plan also includes a policy specific to the Eastside Employment Center (now called Eastside Village)

LU2-EC(A): Provide flexibility in the setback, height, density, building footprint, and lot area development regulations to encourage redevelopment of this area and promote use of Low Impact Development (LID) techniques and Best Management Practices (BMPs).

Exhibit 3. Bremerton Comprehensive Plan Centers, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2020.

## 4.2.020 Growth Management Act

Bremerton's strategy for growth is consistent with the Growth Management Act (GMA), which restricts urban growth to urban areas to prevent sprawl. This is represented in the following GMA goals:

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.*
- (2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.*

Source: RCW 36.70A.020

## 4.2.030 PSRC Vision 2040 & Kitsap County Countywide Policies

Both the Puget Sound Regional Council's Multi-County Planning Policies (MCPPs) and the Kitsap County Countywide Planning Policies (CWPPs) direct cities toward a centers strategy, in which urban growth is concentrated in designated regional and local centers, consistent with Bremerton's land use strategy. Regional centers, such as Bremerton's Downtown, are designated in the MCPPs, but local centers are also recognized as important to regional growth:

*MPP-DP-2: Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density.*

*Goal: Subregional centers, such as those designated through countywide processes or identified locally, will also play important roles in accommodating planned growth according to the regional vision. These centers will promote pedestrian connections and support transit-oriented uses.*

*MPP-DP-11: Support the development of centers within all jurisdictions, including town centers and activity nodes.*

In the CWPPs, the overarching goal for development patterns, Element C and centers policy C-1 support prioritizing centers for resource allocation and population growth.

*Element C Overarching Goal: Centers and their boundaries are intended to be locally determined by the County and the Cities where a community-wide focal point can be provided, significant population and/or employment growth can be located, and the increased use of transit, walking and bicycling can be supported.*

*Designated Centers are intended to define the pattern of future residential and commercial/industrial growth and incorporate opportunities for parks, civic, and public space development in Kitsap County.*

*In decisions relating to population growth and resource allocation supporting growth, Centers have a high priority.*

PSRC is currently updating its regional plan that extends the time horizon for regional planning. A draft version of the VISION 2050 plan was provided to the public in July 2019, detailing how the four-county region would work to accommodate 5.8 million people and 3.4 million jobs by the year 2050. This document is currently under review, and a final version is expected to be approved in 2020.

As part of the Regional Growth Strategy included in VISION 2050, the region has been divided into nine different geographies: *Metropolitan Cities, Core Cities, High Capacity Transit Communities, Cities and Towns, Urban Unincorporated Areas, Rural Areas, Natural Resource Lands, Major Military Installations, and Tribal Lands*. These geographies are used to allocate forecasted population and employment growth by county according to the general type of community.

A major focus of the revised VISION 2050 is on promoting growth in areas supported by transit, with greater shares of growth allocated to redevelopment within communities serviced by high-capacity transit. This is promoted through the proposed Regional Growth Strategy Policies:

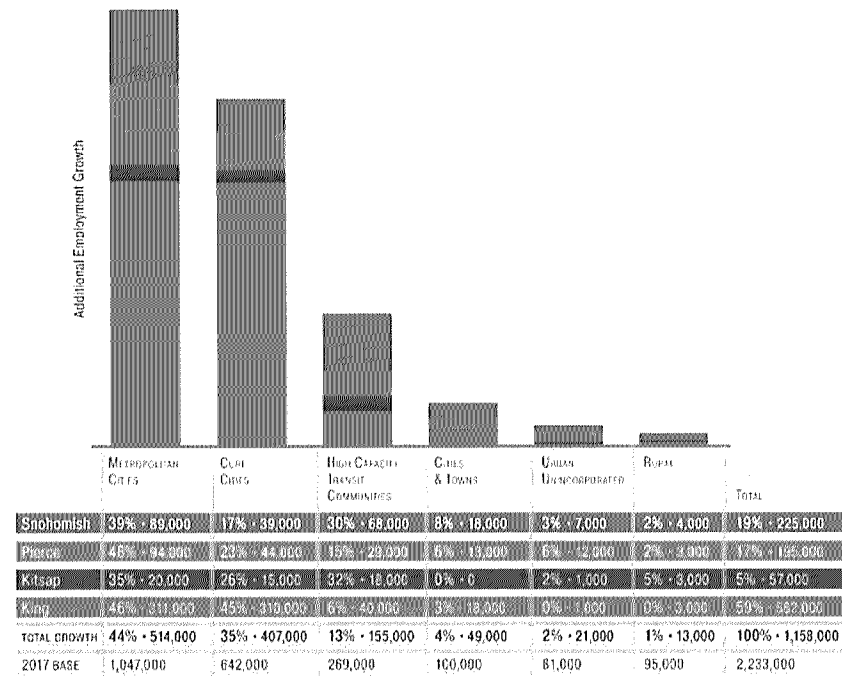
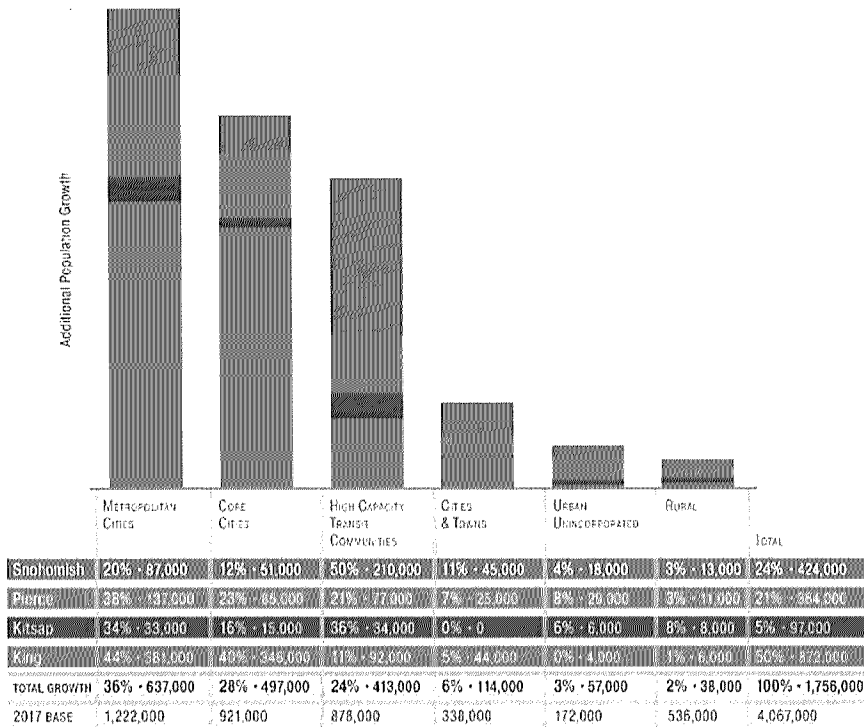
*MPP-RGS-6: Encourage efficient use of urban land by optimizing the development potential of existing urban lands and increasing density in the urban growth area in locations consistent with the Regional Growth Strategy.*

*MPP-RGS-7: Attract 65% of the region's residential and 75% of the region's employment growth to high capacity transit station areas to realize the multiple public benefits of compact growth around high-capacity transit investments. As jurisdictions plan for growth targets, focus development near high-capacity transit to achieve the regional goal.*

*MPP-RGS-11: Avoid increasing development capacity inconsistent with the Regional Growth Strategy in regional geographies not served by high-capacity transit.*

Under VISION 2050, Bremerton and the Bremerton UGA are designated as a "Metropolitan City," and a greater share of growth is allocated to the city and surrounding area as locations with by high-capacity transit. The Regional Growth Strategy provides an estimate of an additional 33,000 residents and 20,000 jobs in the community by 2050. This represents a notable increase over previous estimates and highlights an increased role of the City of Bremerton as an urban center in the County. See Exhibit 4.

Exhibit 4. Vision 2050 Population and Employment Growth, 2017-50, Preferred Alternative



Source: PSRC, 2020.

## 4.3 History of Development

Like the City, the Study Area's development as an urban area is closely tied to the Navy's ship building and repair yard, and the ebb and flow of activity at the shipyard. In the 1940s, at the peak of World War II, Bremerton grew from a population of 15,134 to an estimated 82,000 residents. The heavy workload of shipbuilding, repair, and maintenance required for the Pacific war effort was behind this growth. Bremerton's Housing Authority, working with the Federal Public Housing Authority (FPHA) constructed roughly 6,000 war housing units and dormitories for roughly 1,500 residents to keep up with the housing demand from residents. These included Sheridan Park in the Study Area, in addition to West Park, West Park Addition, View Ridge, East Park, Anderson Cove, and Sinclair Park. See Exhibit 5.

At the close of the war, need for housing decreased as the influx of wartime workers returned to their homes. By 1946, much of the housing, especially the dormitories constructed south of the Study Area, were no longer needed for housing, and the buildings were offered to schools for their use. The Bremerton School District acquired some of the dormitory buildings and used them for the newly founded Olympic Junior College.

The development of wartime housing in the Bremerton area was driven by the needs of the growing shipyard workforce, and government housing was not segregated. Many of the workers who came to the shipyard were drawn from the Midwest, upper Mississippi River Valley, midwestern industrial cities, and East Coast urban centers like Philadelphia. These wartime workers came from a range of economic, social, and cultural backgrounds and changed the demographics of Bremerton.

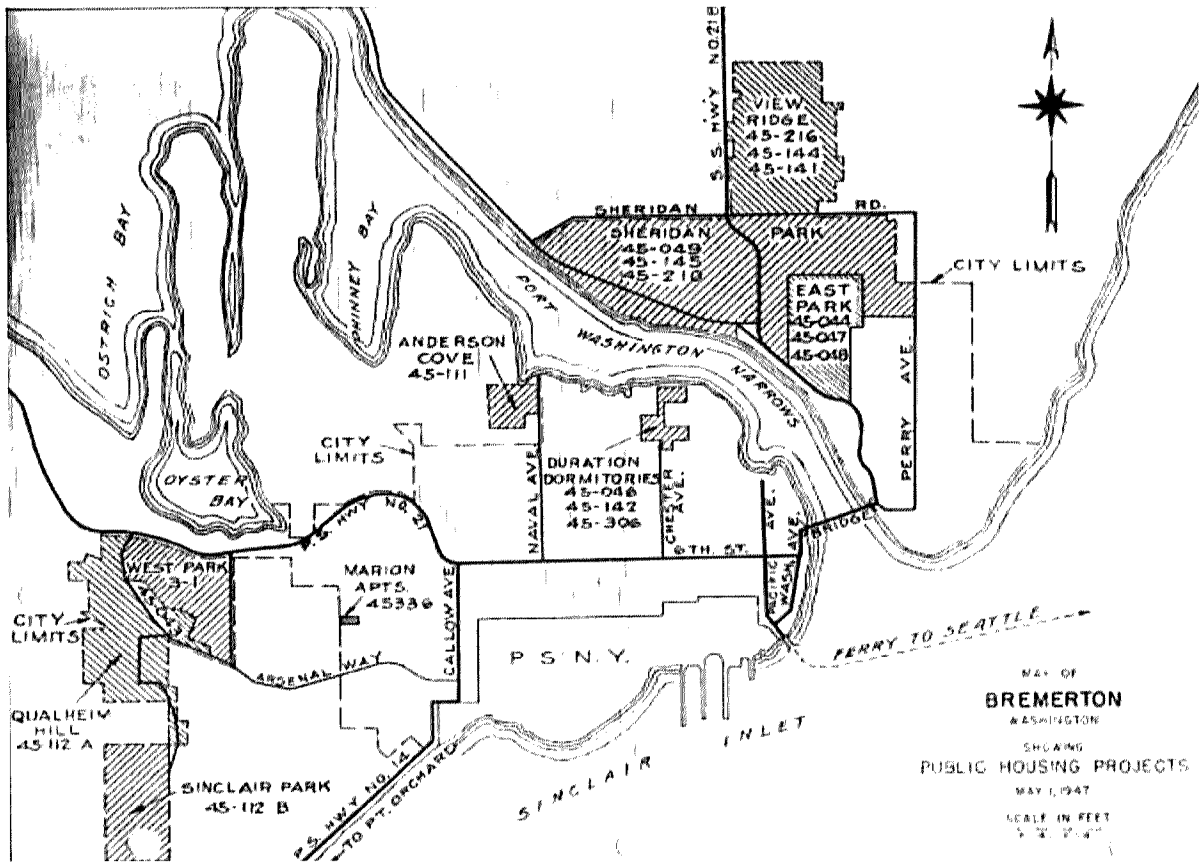
### HARRISON MEDICAL CE AND BREMERTON HISTORY

The association of the Harrison name with Kitsap's local hospital goes back to the flu pandemic of 1918, when Angie Harrison volunteered as a nurse at the First Methodist Church in Bremerton, a makeshift hospital for the sick and dying. Both she and her husband, Benjamin, Bremerton's First National Bank president, became committed hospital supporters and major shareholders in the local hospital. In 1942 the Harrisons formed a non-profit charitable corporation to which they donated generously, creating the first Harrison Memorial Hospital at Eighth and Chester avenues. In 1956, the corporation took over the Navy's WWII-era Puget Sound Naval Hospital at Sixth and Marion — they renamed it Harrison Memorial Hospital in order to be the beneficiary of the Harrison bequest.

Benjamin died in 1946 at the age of 82. Angie lived to be 97, passing away in 1960. An impressive memorial marks their resting place in Bremerton's Ivy Green Cemetery, but the true memorial to their selflessness is the legacy of their name in the community. When needed most, the Harrisons stepped up, creating an inspirational legacy spanning over 100 years.



Exhibit 5. Wartime Housing Map, 1947



Source: Bremerton Housing Authority, U.S. National Archives and Records Administration, Pacific Alaska Region Facilities, Seattle Record Group No. 181, Naval Districts and Shore Establishment, 13th Naval District.

Originally the City of Bremerton Hospital, the Harrison Medical Center has evolved over the years. Community efforts were involved at various points to draw and sustain the hospital, starting with Angie Harrison and community volunteers in 1918 to a citizen campaign launched in 1961 to build a new hospital. In 1965 Harrison Memorial Hospital was opened in the Study Area. See Exhibit 6.

Exhibit 6. Citizen Campaign to Build New Hospital, Circa 1961



Source: CHI Franciscan.

Completed in 1965, Harrison Hospital has been an anchor land use for this area, employing roughly 1,200 workers, and providing key medical services for the region. Today, the Study Area is home to a diverse range of medical services businesses and housing, with roughly 2,851 jobs and 450-620 residents. In 2017, CHI Franciscan Health announced that the operations of the Harrison Medical Center would be transferred to new facilities in Silverdale. The first phase of this relocation is expected to be completed by 2020, with the final relocation expected in 2023.

## 4.4 Existing Land Use Pattern

Medical services use, including Harrison Hospital and smaller medical/dental offices surrounding it, are the predominant land use in the Study Area occupying roughly 34% of the total acreage. See Exhibit 7 and Exhibit 9.

**Exhibit 7. Acreage and Building Area by Land Use, 2019**

General Assessor Land Use Category	Parcel Acres	Parcel Acres (%)
Residential	14.3	18%
Commercial & Retail	8.3	10%
Medical Services	27.3	34%
Other Services	4.1	5%
Warehouse	0.5	1%
Parks, Recreation, & Open Space	4.3	5%
Public/Utilities	5.2	6%
Parking	5.6	7%
Vacant	11.2	14%
<b>Total</b>	<b>80.7</b>	<b>100%</b>

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

The Hospital and surrounding medical service uses are in the central core of the Study Area, west of the Madrona Forest. See Exhibit 8.

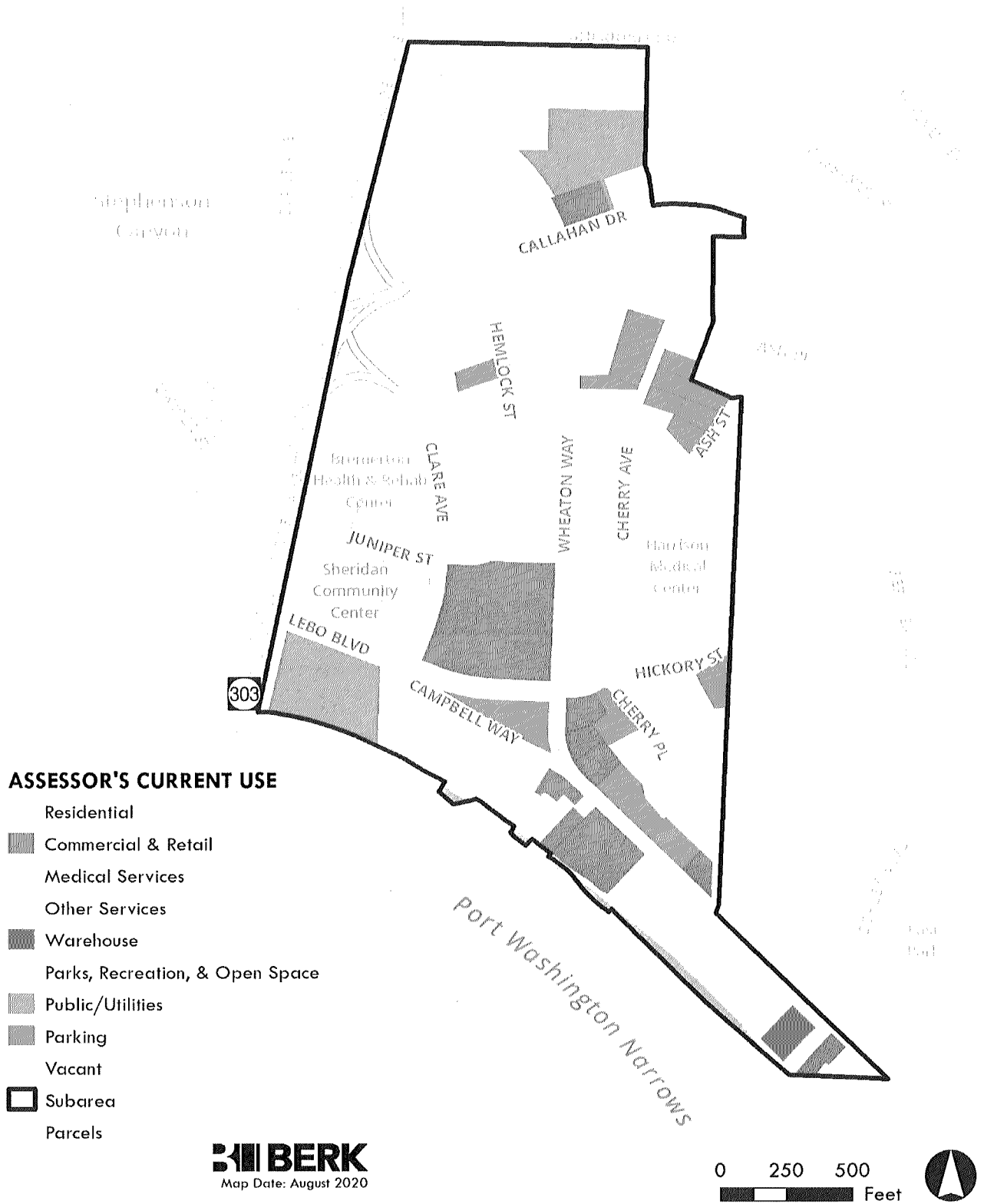
**Exhibit 8. Harrison Hospital**



Source: Harrison Hospital, 2019.

October 21, 2020

Exhibit 9. Current Land Use, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.



Older adult services, including assisted living facilities and a hospice, dominate the western edge of the Study Area, bordering the medical services cluster. The Sheridan Village shopping center and the Sheridan Park Community Center border the medical services cluster on the south.

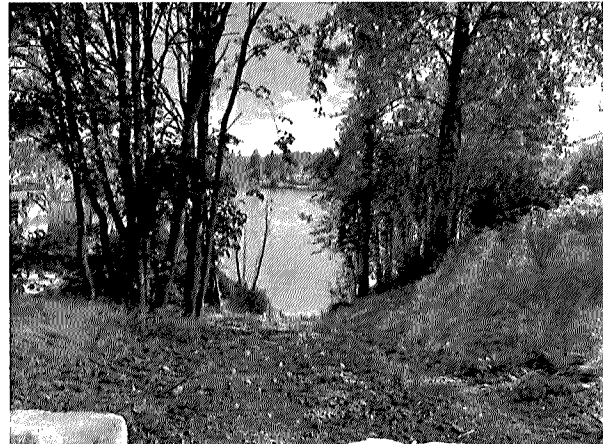


In the northeastern corner, surface parking for the Madrona Forest separates the cluster of medical services use from housing in the Callahan and Chestnut neighborhoods to the north. The northern edge of the Study Area bordering Sheridan Road and Wheaton Way includes a large undeveloped parcel owned by Harrison Hospital. A water reservoir owned by the City of Bremerton is located on the southeast corner of this undeveloped parcel. Smaller pockets of residential use, both single-family homes and duplexes, are found in the northwestern corner, west of Callahan Drive and Cherry Avenue.

Southwest of the Hospital is the Sheridan Park Community Center. Across the street from the Sheridan Park Community Center is a City- owned parcel used by the Parks Department as a laydown site. Adjacent to this parcel is a development with relatively recent multi-family housing. The area further southeast along Lebo Boulevard and Campbell includes older, lower value housing, and smaller scale commercial uses and surface parking lots.



While this southern area is close to the shoreline, actual access to the water is limited by steep topography.



Source: BERK, 2019.

## 4.4.010 Edges & Adjacent Neighborhoods

The Study Area is bordered on the north by the Wheaton-Sheridan District Center. This center is anticipated to become an urban village that provides housing within easy walking distance of transit, employment, and shopping. It currently includes a range of smaller resident-serving commercial uses, such as a mobile gas station, and smaller services uses, including medical offices. The School District owns a large vacant parcel in this center, the former location of the East Bremerton High School. Redevelopment of this site and smaller sites within the abutting center is anticipated in the future.

Residential neighborhoods border the Study Area on the west and east. Wheaton Way forms a strong edge on the west, separating the Study Area from residential neighborhoods further west. The Study Area is bordered on the south by the Port Washington Narrows. Multifamily housing, currently the 'Sea Glass' apartment complex, forms the southeastern edge of the Study Area.

East Park located off Lower Wheaton Way, and one of the designated centers in the city, is located on the east side of the Study Area. East Park is in the final phase of residential redevelopment. Plans for the final phase include 261 single-family homes and 100 multifamily units, with the potential for some commercial space along lower Wheaton Way.

A rare grove of native Madrona trees, referred to as the "Madrona forest," is sandwiched between Harrison Medical Center in the Study Area and East Park. Madrona forests such as this one are relatively rare in the regional landscape, especially in unfragmented, unlogged conditions free of nonnative species. Madrona trees are important for the conservation of biological diversity due to their rarity, declining trend, threats, and limited distribution.

This roughly 16-acre forested area includes several trails. This land is protected and can only be used for recreational use. Any changes to non-recreational use would require federal approval from the National Park Service.

## 4.5 Subarea Plan's Preferred Alternative

To develop this adopted Subarea Plan, the Planning Commission (PC) made a recommendation to City Council after a public process. The PC considered community engagement results including the Sounding Board in March 2020, the community meeting in April 2020, Public Hearing in June and July 2020, and Draft EIS alternatives and comments. The Planning Commission considered amendments to the adopted Subarea Plan at a January 2022 Workshop, February 2022 Open House, and March 2022 Public Hearing. City Council held a Public Hearing to adopt this plan May 4, 2022. See Appendix A for the range of alternatives including the zoning prior to adoption of this plan. To assist in the process, three land use alternatives were provided for this Center. The Planning Commission provided guidance on a Preferred Alternative which provided direction for this Subarea Plan's adopted maps and regulations. Through discussions at Planning Commission the adopted Subarea Plan was amended to reflect the development regulation revisions brought about by Subarea Plan implementation monitoring:

- Center Residential Areas with High Densities
- Center Retail Mixed Use Area
- Heights and densities suited to meet the intent of the Subarea Plan
- Flexible Multi-Use Areas
- Multi-Use Commercial Core Overlay to encourage commercial activity
- Street Connections with a realigned Wheaton Way at Sheridan, mid-block connection at Juniper Street, and bicycle and pedestrian improvements addressing the City's priority bicycle and pedestrian streets.

For the adopted land use designations for this Subarea Plan, see Exhibit 10 for the zoning district acres and for overlay acres, and Exhibit 11 for the zoning map and key points to Planning Commission's considerations.

**Exhibit 10. Zoning District Acres**

Land Use	Acres	Name	Acres
Multi-Use	81	Multi-Use Commercial Core Overlay	11.77
Center Residential Low	1.56	Total	11.77
TOTAL			82.56

The Preferred Alternative would increase residential capacity above existing levels by about 3,160 people, and 1,750 dwellings, and generally retain the existing levels of jobs.



Exhibit 11. Updated Preferred Alternative and Vision





**5**

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# **Eastside Village Zoning & Development Regulations**

# 5.1 Introduction

## Purpose

- A. The Eastside Village (EV) Zoning and Development Standards establish zoning provisions, minimum development standards, and design criteria that will guide all development in the Subarea. The purpose of these development standards is to:
  - 1. Implement the vision and policy direction contained in Chapter 3: Vision and Guidance Framework.
  - 2. Promote economic competitiveness and long-term vitality through standards and guidelines that encourage and reward walkable, holistic development that connects residential and employment uses, with retail, services, amenities, and multi-modal connections.
  - 3. Promote compact mixed-use development on suitable sites well-served by infrastructure.
  - 4. Provide a streamlined review process for development that is consistent with Land Use and Economic Developments Goals of Chapter 3 and related SEPA Planned Action.
- B. The standards address the following elements:
  - 1. Introduction, including a description of the purpose, content, applicability and administration of the Zoning and Development Standards.
  - 2. Definitions.
  - 3. Land Use Zones, including purpose statements for each zone, zoning map, and standards for uses, and heights.

## Applicability

- A. The Zoning and Development Standards provide minimum requirements applicable to development in the Center's Subarea Plan. The purposes outlined in this subsection are intended to be achieved through compliance with all mandatory standards and consideration of the design guidelines.
- B. Conflict of Provisions and Severability 1. The standards contained in this Chapter are specific to this Center and are intended to supplement or modify standards contained in the Bremerton Municipal Code (BMC Title 20).
  - 1. In the event of a conflict between the standards contained in this Chapter and those contained in the Bremerton Municipal Code, the standards in this Section shall prevail.
  - 2. In the event that a provision of this Chapter is held invalid, the remaining provisions shall remain in full force.

## 5.2 Definitions

All definitions contained with the Bremerton Municipal Code (BMC) apply in this Center, unless specifically modified by the definitions below.

Specific land uses are defined in BMC Chapter 20.42. If a specific term is not defined or referenced herein or in BMC Chapter 20.42, it shall take its normal and customary meaning within the context of how it is used.

### 5.2.010 List of Defined Terms

- a) "Net Floor Area" is the amount of floor area within a building as measured to the inside face of the exterior building walls, excluding:
- spaces below grade
  - space devoted to parking
  - mechanical space
  - elevator and stair shafts
  - space devoted to special amenities
  - exterior decks open to the air

## 5.3 Zoning Districts & Uses

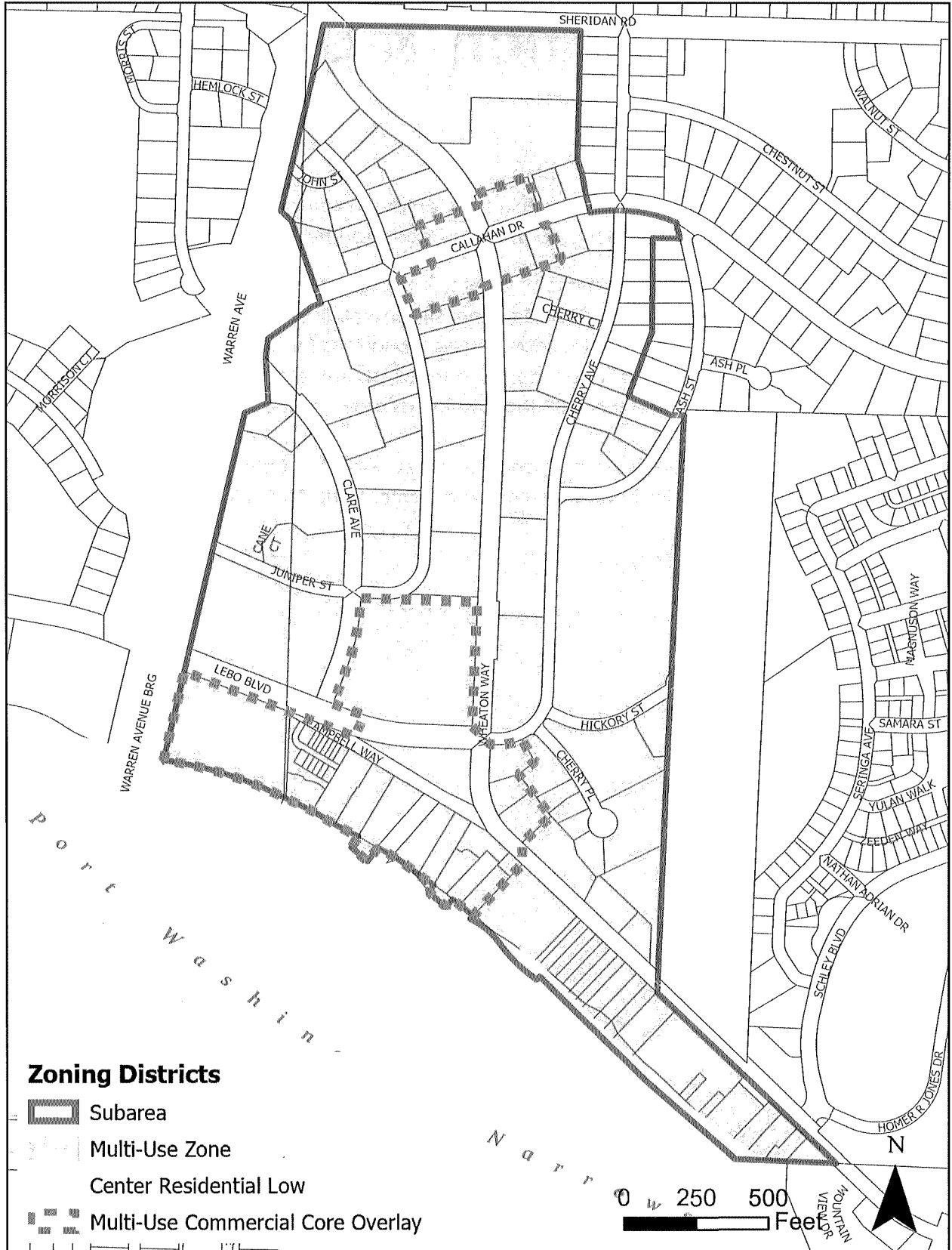
### 5.3.010 Zone Intent

The following zones are hereby established within the Center to protect the public health, safety, and general welfare by implementing the goals and policies adopted in Chapter 2.

These goals include encouraging employment growth, focusing growth, and encouraging compact, higher-density mixed-use development. Specific intent statements listed for each zone shall serve as a guide in determining the appropriate location of uses, conditions for development and in interpreting the standards. Zoning has been identified for all lots in the center, and the majority of this area will also be required to comply with the Overlay as shown in the dotted lines. See Exhibit 12

Exhibit 12 depicts the location and extent of land use zones within the Eastside Village Subarea. The interpretation of the zoning district boundary shall be consistent with BMC 20.40.100.

Exhibit 12. Eastside Village Zoning Districts



Note: The Director shall use the following criteria to interpret this zoning map: Where a zone boundary is indicated as following a street, other right-of-way, or midblock crossing, the centerline of the street or right-of-way is the zone boundary.

## 5.3.020 Center Residential - Low (CRL) zone

### 5.3.020(A) Intent.

The intent of the Center Residential – Low zone is to allow low density residential development configured and connected to form a livable neighborhood and provide housing options for a broad spectrum of the public. Encourage lower density ground-related housing, such as townhouses, as well as uses that support a low-density residential environment, including parks and playgrounds. The development of building types will have a clear relationship to the street to promote activity, community-wide safety, and livability. Visual prominence of surface parking or garages is contrary to the pedestrian oriented housing characteristic of this zone.

### 5.3.020(B) Use Standards.

- 1) Outright permitted uses pursuant to BMC 20.79.020
- 2) The following uses are prohibited in the Center Residential – Low Zone:
  - i. Outdoor storage, either as a primary use or accessory use

### 5.3.020(C) Development Standards

Lot development shall be in accordance with BMC 20.79.060, with the following exceptions:

- 1) Maximum structure height is thirty-five (35) feet.
- 2) Minimum Density. The minimum required density is six (6) dwelling per acre.
- 3) Maximum Density. The maximum allowed density is thirty (30) dwellings per acre.
- 4) Common and private open space per Eastside Subarea Plan section 3.040.
- 5) Crime Prevention through Environmental Design section 3.050.

### 5.3.020(D) Design Standards pursuant to BMC 20.79.070

### 5.3.020(E) Parking Standards pursuant to BMC 20.48

### 5.3.020(F) Landscape Standards pursuant to BMC 20.50

### 5.3.020(G) Sign Standards pursuant to BMC 20.52

### 5.3.030 Multi-Use (MU) zone

#### 5.3.030(A) Intent

The intent of the Multi-Use zone is to allow a range of commercial, office, residential and retail uses with improved non- motorized connections and amenities. In this zone, allowed uses and standards provide sites with maximum development flexibility to be single-purpose employment uses, residential uses, or uses mixed in a horizontal or vertical format. The development of building types will have a clear relationship to the street to promote activity, community-wide safety, and livability. Visual prominence of surface parking or garages are contrary to the pedestrian oriented housing characteristic of this zone.

#### 5.3.030(B) Use Standards

- 1) Outright permitted uses pursuant to BMC 20.70.020, with the following additions:
  - (i) Light Industrial/Manufacturing
- 2) The following uses may be permitted, provided a conditional use permit is approved pursuant to BMC 20.58.020:
  - (i) Group residential facility - Class I
- 3) The following uses are prohibited in the Multi-Use Zone:
  - (i) Heavy Industrial/Manufacturing;
  - (ii) Outdoor storage, either as a primary use or accessory use;
  - (iii) Warehousing/Mini-storage
  - (iv) Single-family residential;
  - (v) Group Residential Facility - Class II.

#### 5.3.030(C) Development Standards

Lot development shall be in accordance with BMC 20.70.060, with the following exceptions:

- 1) Minimum Floor Area Ratio (FAR) of .45;
- 2) Maximum Building Height. Eighty (80) feet for residential uses and sixty (60) feet for nonresidential uses. For mixed uses, the building height will be based on the use that occupies the majority of the structure (not including structured parking).
- 3) Minimum Density. The minimum required density is fifteen (15) dwellings per acre
- 4) Common and private open space per Eastside Subarea Plan section 5.3.040;
- 5) Crime Prevention through Environmental Design section 5.3.050.
- 6) Mixed-use requirements per BMC 20.70.060(h) & BMC 20.70.070(a)(6) shall only apply within the boundaries of the Multi-Use Commercial Core Overlay;
- 7) Minimum twelve (12) feet floor to ceiling height at ground floor shall apply within the boundaries of the Multi-Use Commercial Core Overlay;

#### 5.3.030(D) Design Standards

Design standards shall be applied to all new structures and redeveloped structures in accordance with BMC 20.70.070. Additionally, new structures and expansions of existing structures shall demonstrate considerations taken to orient the project toward the Bridge-to-Bridge trail, waterfront, or other public gathering space recognized by the Director. This may be accomplished through architecture, site design, public art, or other features accepted by the Director.

#### 5.3.030(E) Parking Requirements, pursuant to BMC 20.70.080, with the following exceptions:

- 1) Minimum Required Spaces
  - (i) Senior Housing Complex .5 spaces per unit
  - (ii) Assisted Living .33 spaces per unit
  - (iii) Nonresidential 1 space per 1,000 gross square feet
  - (iv) Ground floor commercial space is exempt from off-street parking requirements for the first 3,000 gross square feet
- 2) Parking Reductions may be permitted per BMC 20.48.100.

#### 5.3.030(F) Landscape Requirements pursuant to BMC 20.50

#### 5.3.030(G) Sign Standards pursuant to BMC 20.52



### 5.3.040 Common & Private Open Space

The purpose of this section is to ensure an open space areas that protects Bremerton's natural resources and provides a source of beauty and enjoyment for all residents. Development shall be in accordance with the following:

- A. Common Open Space Sizing and Dimensions  
Each mixed-use or residential development shall provide a common open space sized based on 100 square feet per dwelling unit. Common open space means an open air area intended for use by all residents, guests, employees or patrons of a site and may include lawns, gardens, squares, plazas, courtyards, terraces, barbecue and picnic areas, games court or multi-use recreational areas, and other types of built space.
- B. Common Open Space Design
  - 1. The space shall be oriented to receive sunlight.
  - 2. The common space shall be designed to ensure that the open space network addresses safety and crime prevention such as security and surveillance from residential units. Common recreational spaces shall be located and arranged to allow windows to overlook them.
  - 3. No more than thirty five (35) percent of the open space area may be covered by a structure. The space must be accessible from the dwelling units. The space must be oriented to encourage activity from local residents. Rooftop amenities accessible to all dwelling units can be counted as common open space.
- C. Private Open Space: In addition to providing the open space in (a) of this item, each dwelling unit shall have a private open space, at a minimum of 48 square feet with a minimum width or depth of 6 feet. Private open space includes individual decks, balconies, or patios.

### 5.3.050 Crime Prevention Through Environmental Design

Crime Prevention Through Environmental Design (CPTED) is an urban design practice that seeks to reduce crime in public spaces, commercial zones, and residential areas through specific design features. Development shall be in accordance with the following:

- A. Natural Surveillance is a strategy of improving visibility around a property to deter burglary and other crimes. Examples include: Lighting alleys and parking areas, Trimming hedges and trees, Using low fencing, and Keeping street views from windows unimpeded.
- B. Access Control tactics establish defined entry and exit points for public spaces, businesses, and homes. This is meant to prevent crime by improving visibility and increasing traffic volumes in key areas. Examples include: Using a single doorway or gate for entrances to public spaces and business, Using low fencing to enforce single entry points to open spaces, and Avoiding recessed doorways, long hallways, and double doors for interior public spaces.
- C. Territorial Enforcement activities demonstrate that a community has a sense of ownership over its built environment. This strategy seeks to deter crime by signaling that a neighborhood is vibrant and well cared-for. Examples include: Maintaining landscaping and planting trees, Hosting public events in common areas, and Providing amenities, such as seating and activities, in public spaces.

### 5.3.060 Existing Development and Uses

- A. Purpose. The establishment of new zones and design standards to implement the Subarea Plan resulted in the creation of nonconforming development and uses. This section defines how nonconforming developments and uses are to be updated to meet the Eastside Village design standards for structures, site design, and landscaping when incremental changes occur.
- B. Applicability. This section applies to all nonconforming development and existing uses in the Center. It supplements the standards and requirements for nonconformities in BMC 20.54.050, 20.54.070, 20.54.080 through 20.54.100.
- C. Proportional Compliance. Building remodels, alterations, or other improvements to the existing structure will activate the requirement to make improvements to the nonconforming lot/building to reduce the extent of the nonconformity. The degree to which the standards are applied shall be evaluated on a project specific basis and related to the improvement proposed. The Director has the sole discretion to grant relief from codified dimensional criteria in cases where building alterations do not result in greater nonconformity. Requests for alterations that create additional dimensional nonconforming conditions must complete the design review process per Chapter 6 of the Subarea Plan.

## 5.4 Block Frontage and Urban Design Framework Development Standards

### 5.4.010 Purpose & Applicability

- a) **Purpose/Intent.** This section identifies block frontage types, sites that warrant special design treatment, and future vehicular and/or pedestrian connections that need to be implemented with future development. The intent of the local street grid is to introduce a public right-of-way system that improves mobility by increasing access for local vehicular and pedestrian traffic throughout the Eastside Village. The Eastside Village's circulation system includes streets, sidewalks, and multi-use paths. This system is a key element in site design and provides connectivity on and off-site. All standards shall be in accordance with BMC Title 11 with the following additions and/or revisions as detailed in this Section.
- b) **Where Required.** The block frontages and urban design framework applies to all development within the entire center. For additions, remodels and site improvements associated with them see the Existing Conditions section. The City may approve modifications to the local street grid to respond to specific site conditions, property ownership, and phasing considerations; provided, that the modified local street grid satisfies the intent of this section and meets the applicable standards below.

### 5.4.020 Applicable Standards

- 1. **Street Grid.** New and redevelopment must demonstrate the plan supports and accommodates the expansion of the public street grid to improve circulation for vehicles, pedestrians, and bicyclists. A circulation plan must be submitted for review by the City as part of any development permit in the Eastside Village unless waived by the City upon finding the project will not impact circulation or the enhancement of the public street grid.
- 2. **Private Streets.** Private streets shall only be permitted when the City has determined there is no public benefit for circulation in the Eastside Village and is consistent with BMC 11.12.130. All private streets must be constructed to public standards.
- 3. **Block Size.** The maximum block size is 400 feet. New public street alignments shall be consistent with the preferred street typologies map. The City may approve modifications to the street alignments and waive the 400' maximum block size to take advantage of existing travel corridors, the location of utilities, and required improvements.

4. **Mid-block Connections.** A minimum 20' wide mid-block connection shall be provided at the midpoint along each block face or every 200' to 400' with spacing to be determined by the Director based on topography, feasibility regarding existing and proposed buildings, and connections to abutting properties. The mid-block connections shall be designed to accommodate pedestrian use and be free from permanent obstructions. Mid-block connections can be through buildings provided walkways are located and designed for public access, with clear sight lines for safety, and have a minimum width of 12'.
5. **Street Sections.** The typical street sections provided in the Streetscape chapter below are the minimum requirements for the design of public streets. The City may approve modifications to the typical street section based on localized conditions and adjacent land uses. Modifications consistent with BMC 11.12.080(b) may include adding or removing on-street parking, wider sidewalks, loading zones, bicycle facilities, and transit accommodations.

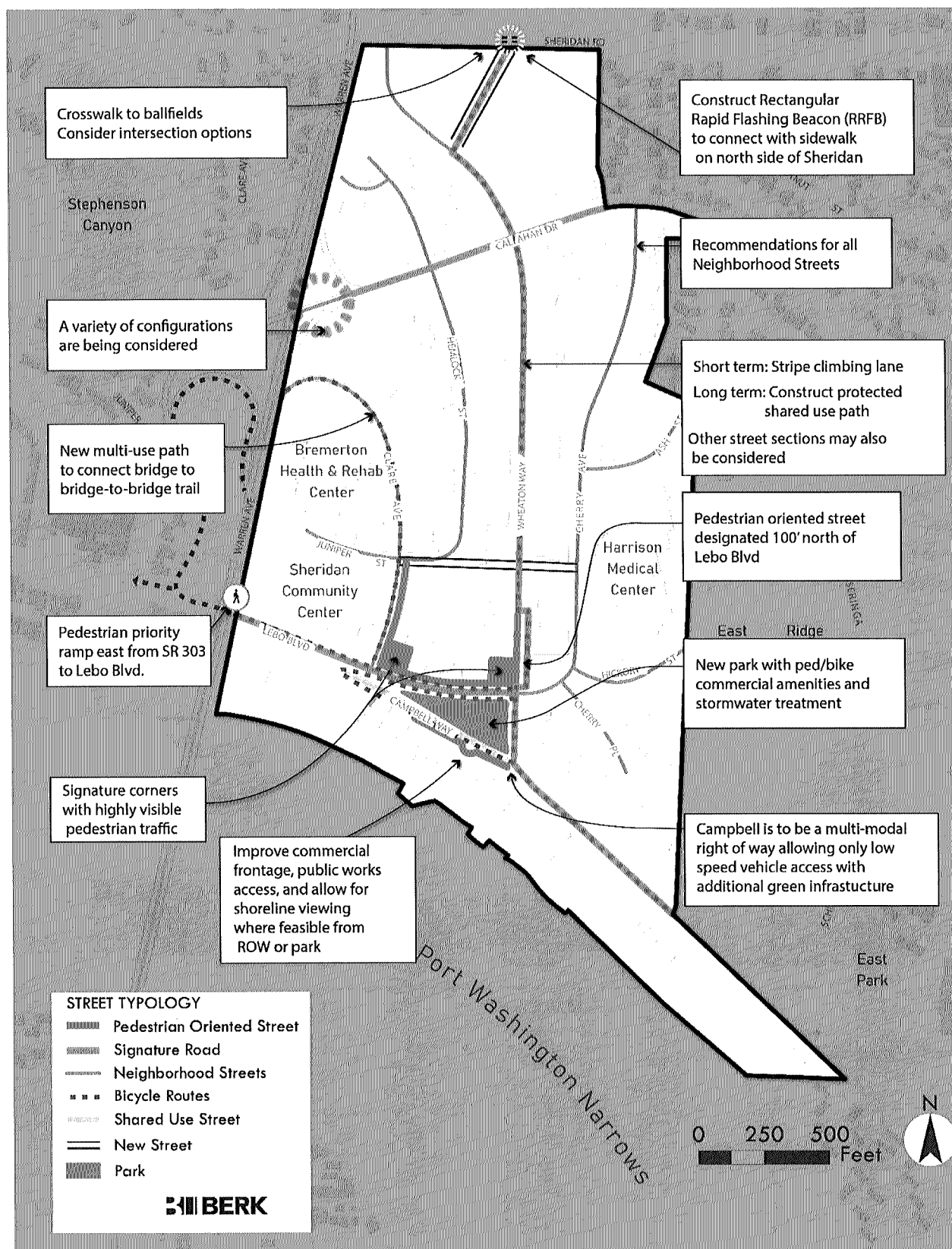
## 5.4.030 Block Frontage and Street Typologies

Exhibit 16 indicates the typologies of streets within the Eastside Village. These public improvements to streets are complemented by development frontage improvements required as a condition of development. Development improvements may include both regulatory standards for private properties such as use, landscaping and setback requirements as well as requirements to for improvements to sidewalks and planting strips along the properties' fronts. Capital street improvements are illustrated in street sections that follow development standards specific to street typology are described after the street sections.

Specific recommendations for public transportation and access improvements include:

- A realignment of Wheaton Way north of Callahan Drive to intersect Sheridan Road near Spruce Avenue
- Bicycle improvements on Wheaton Way
- A bicycle lane on Clare Street to connect bicycle circulation from northbound 303 to the Bridge to Bridge Trail on Lebo Boulevard and Campbell Way.
- Conversion of Campbell Way to a low speed "shared street" that mixes bicycle, pedestrian, and vehicle access in a safe environment.
- Striped bicycle lanes on Callahan Drive and a safe non-motorized vehicle route as part of the proposed intersection improvements at SR 303.
- A new roadway along the Juniper Street alignment connecting Clare Street to Cherry Avenue
- A new pedestrian/bicycle pathway connecting Cherry Avenue to Wheaton Way roughly in the vicinity of Ash Street

### Exhibit 16. Block Frontage and Street Typologies Map



Source: Makers, 2020.

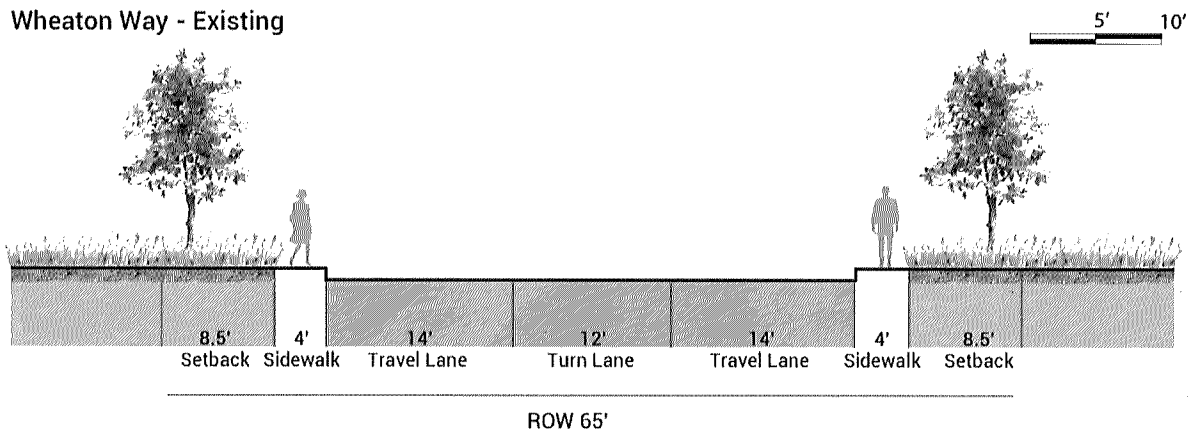
## 5.4.040 Wheaton Way

Wheaton Way is an important bike route as well as the spine of the Subarea. To identify feasible measures that improve bicycle access and safety, the alternative lane configurations illustrated below were explored. Some involve restriping lanes while others include some construction of engineering systems. Right of way dedications, consistent with BMC 11.12.090, may be required for individual development proposals.

Of the three lane alternatives shown, the most cost effective is alternative 1. This option would allow a north-bound climbing lane on the east side of the street. As the diagram indicates the current 40 feet curb to curb configuration could be restriped to 3-11' lanes with a 7 feet bicycle lane. The south-bound lane would feature a sharrow under this option. This configuration could be enhanced by converting the western most 6' of the roadway into a planting strip separating a 13-1/2' multi-use trail from traffic. The multi-use pathway would be 2-way for both pedestrians and cyclists according to NACTO standards. Typical dimensions and characteristics of multi-use pathways are provided in the Multiuse Pathway section. It appears that one viable option for upgrading Wheaton Way as a Signature Roadway for the area would be to stripe a bike lane as shown in Alternative 1, and when funds are available, add the multi-use trail improvements on the east side of the street as in Alternative 4. The Public Works Department shall determine specific street dimensional configurations on a case-by-case basis.

### Exhibit 17. Wheaton Way Existing Conditions

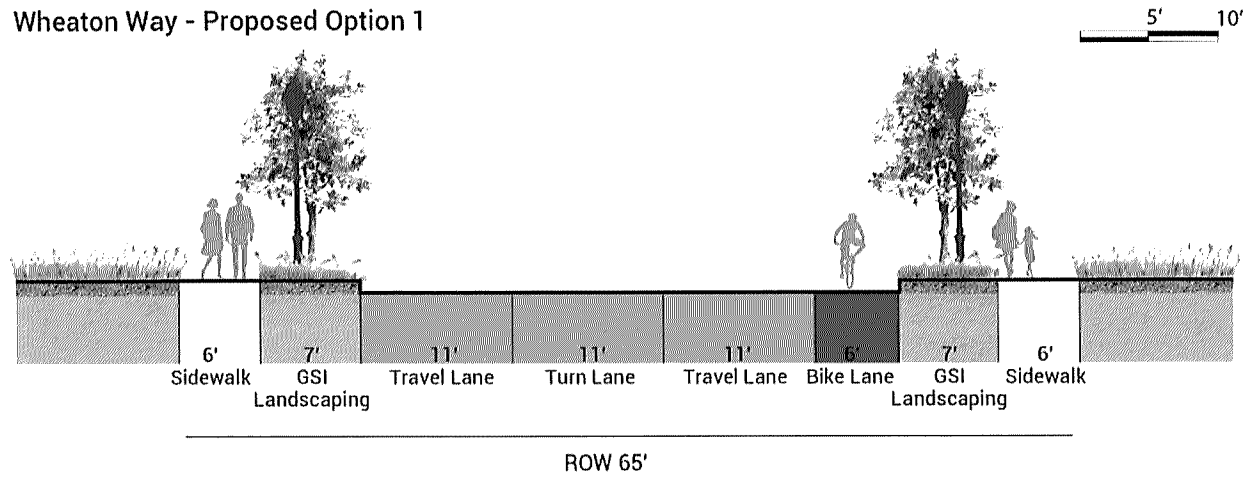
Wheaton Way - Existing



Source: Makers, 2020.

Exhibit 18. Proposed Option 1

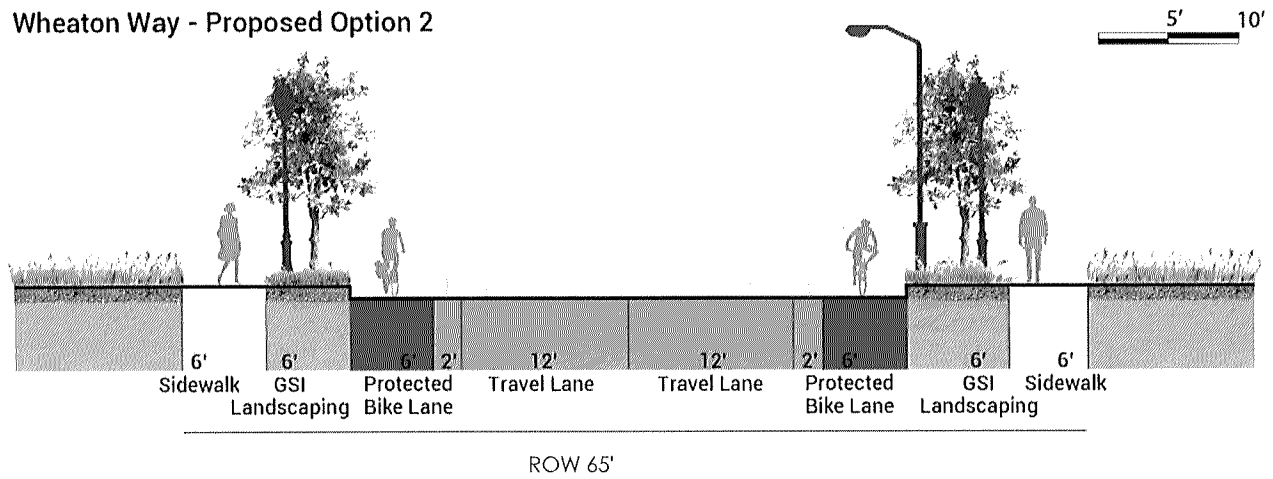
Wheaton Way - Proposed Option 1



Source: Makers, 2020.

Exhibit 19. Proposed Option 2

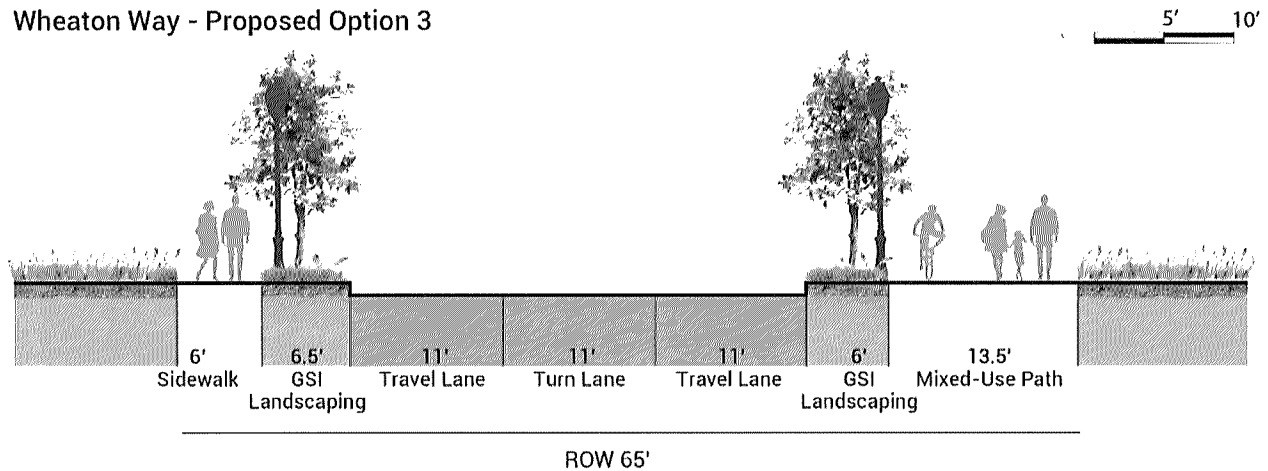
Wheaton Way - Proposed Option 2



Source: Makers, 2020.

Exhibit 20. Proposed Option 3

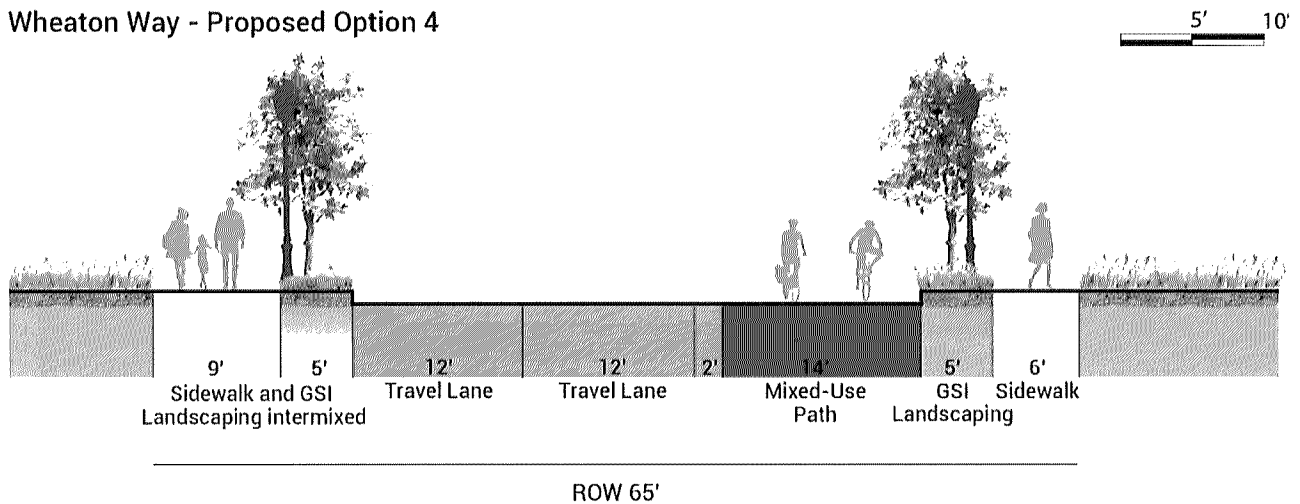
Wheaton Way - Proposed Option 3



Source: Makers, 2020.

Exhibit 21. Proposed Option 4

Wheaton Way - Proposed Option 4



Source: Makers, 2020.

Note: All street section studies were done without the benefit of accurate survey or as-built information regarding current conditions. Therefore, they represent only the most preliminary alternatives to be further studied. However, some interesting options arose so very preliminary recommendations are presented for each street. Green Stormwater Infrastructure (GSI) was identified as a priority amenity for these streets and therefore has been included in many of the preliminary recommendations. The Public Works Department shall determine specific street dimensional configurations on a case-by-case basis.

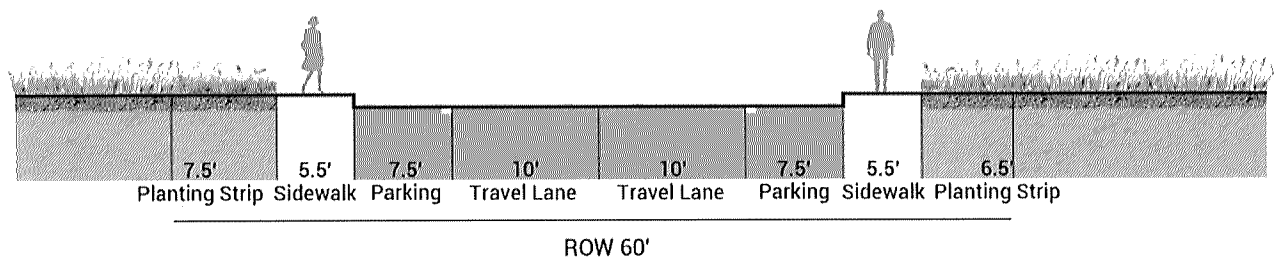


## 5.4.050 Callahan

East of the SR 303 ramps Callahan Drive features a 60 feet ROW and a roughly 35 feet curb to curb cross section with two travel lanes and no on-street parking. This pavement width and configuration will allow two 5 feet wide bicycle lanes. The challenge is that west of Hemlock Street, the pavement narrows to fit two travel lanes under the SR 303 overpass. Because of the narrow width and the sight lines from the ramps, this section may be hazardous for cyclists.

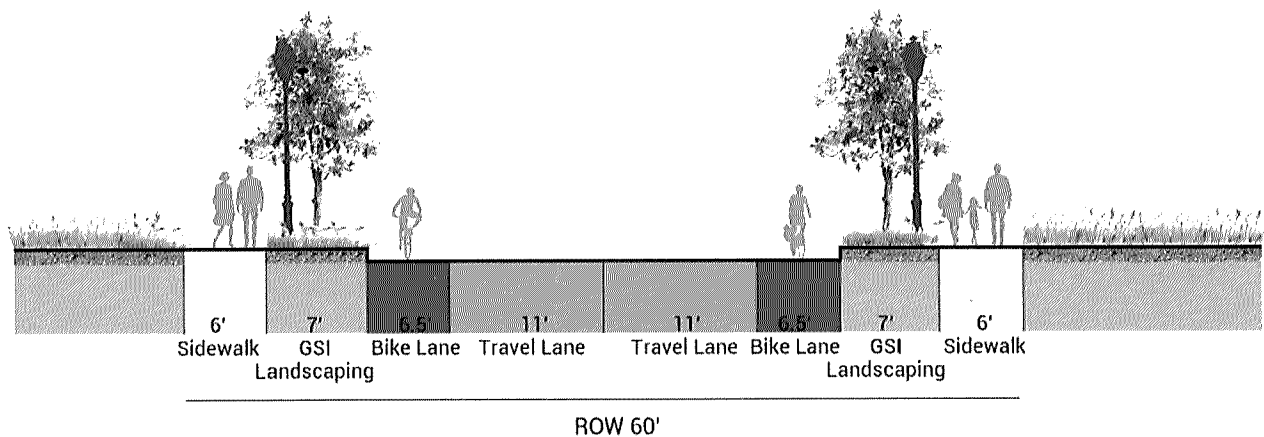
The City's Public Works department is currently evaluating options for an upgraded intersection between Callahan Road and SR 303. The upgraded intersection design will include safe, convenient east-west bicycle connections so this problem will be alleviated. As design details and implementation, including the addition of a potential roundabout are worked out, the longer term section on Callahan can include a 13' two-way protected bike lane on the north side with the section proposed below as an interim profile. The Public Works Department shall determine specific street dimensional configurations on a case-by-case basis.

**Exhibit 22. Callahan Drive - Existing**



Source: Makers, 2020.

**Exhibit 23. Callahan Drive - Proposed**



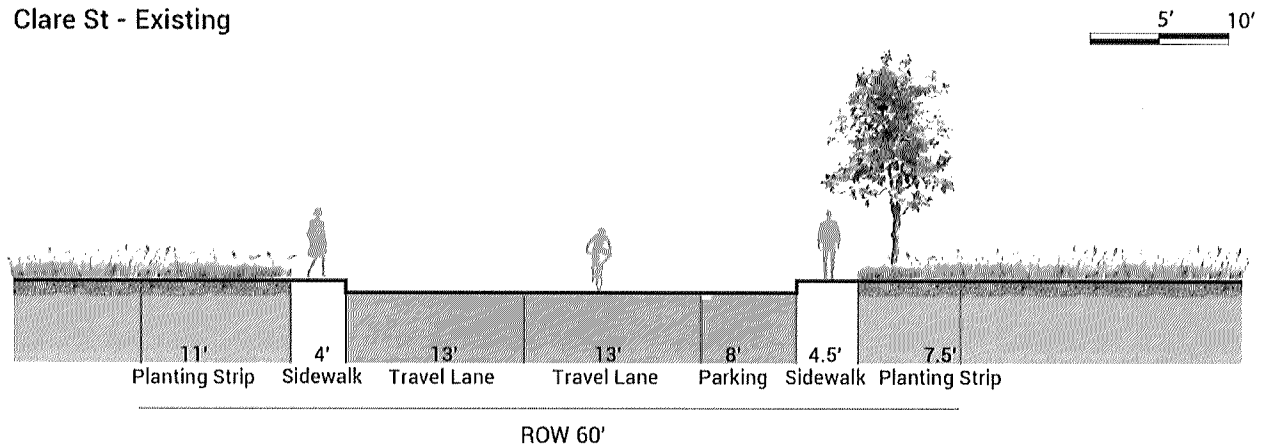
Source: Makers, 2020.

## 5.4.060 Clare

The primary objective on Clare street is to connect the north-bound bicycle lane coming off the SR 303 bridge to the Bridge to Bridge Trail running along the north side of the Inlet. Clare Street provides an excellent opportunity to accomplish this vital connection. At a minimum, the 40' existing curb to curb street cross section could be restriped to allow 2-11 feet travel lanes, a 7 feet parking lane on the east side of the roadway and an 11 feet wide 2-way protected "cycle track" on the west side. If parking on both sides can be reduced, then landscaping and additional pedestrian space can be added. The Public Works Department shall determine specific street dimensional configurations on a case-by-case basis.

Exhibit 26 shows existing bicycle movement onto and off of the 303 corridor.

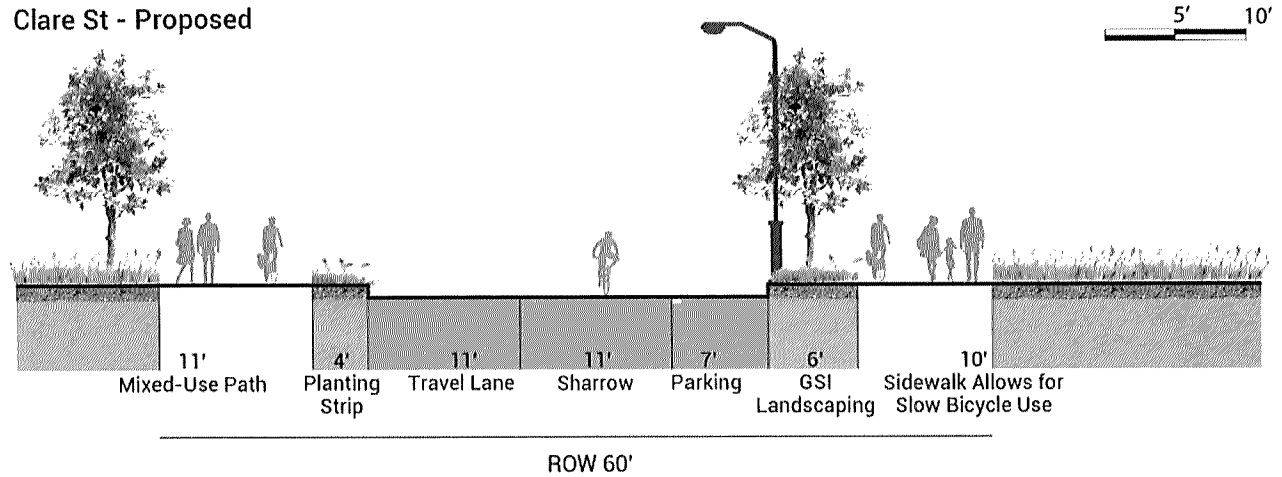
**Exhibit 24. Clare Street Existing Conditions**  
Clare St - Existing



Source: Makers, 2020.

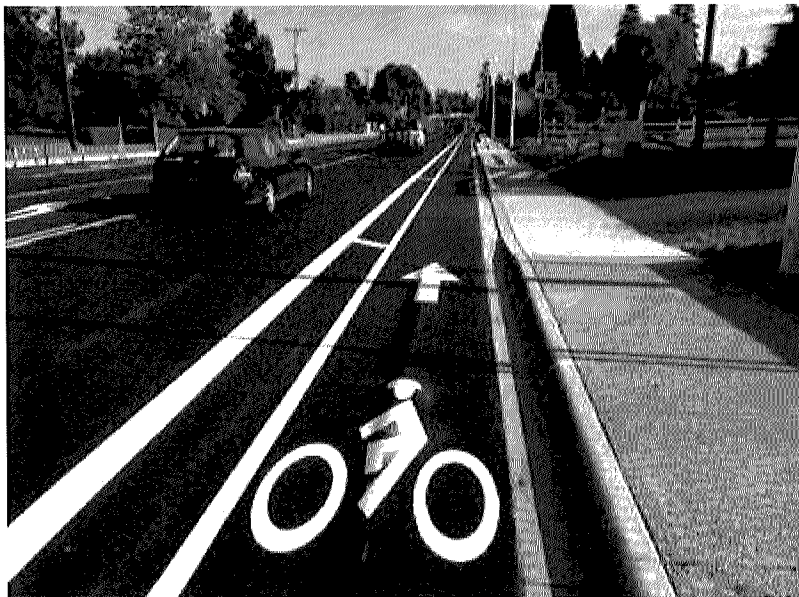
Exhibit 25. Clare Street Proposed Conditions

Clare St - Proposed



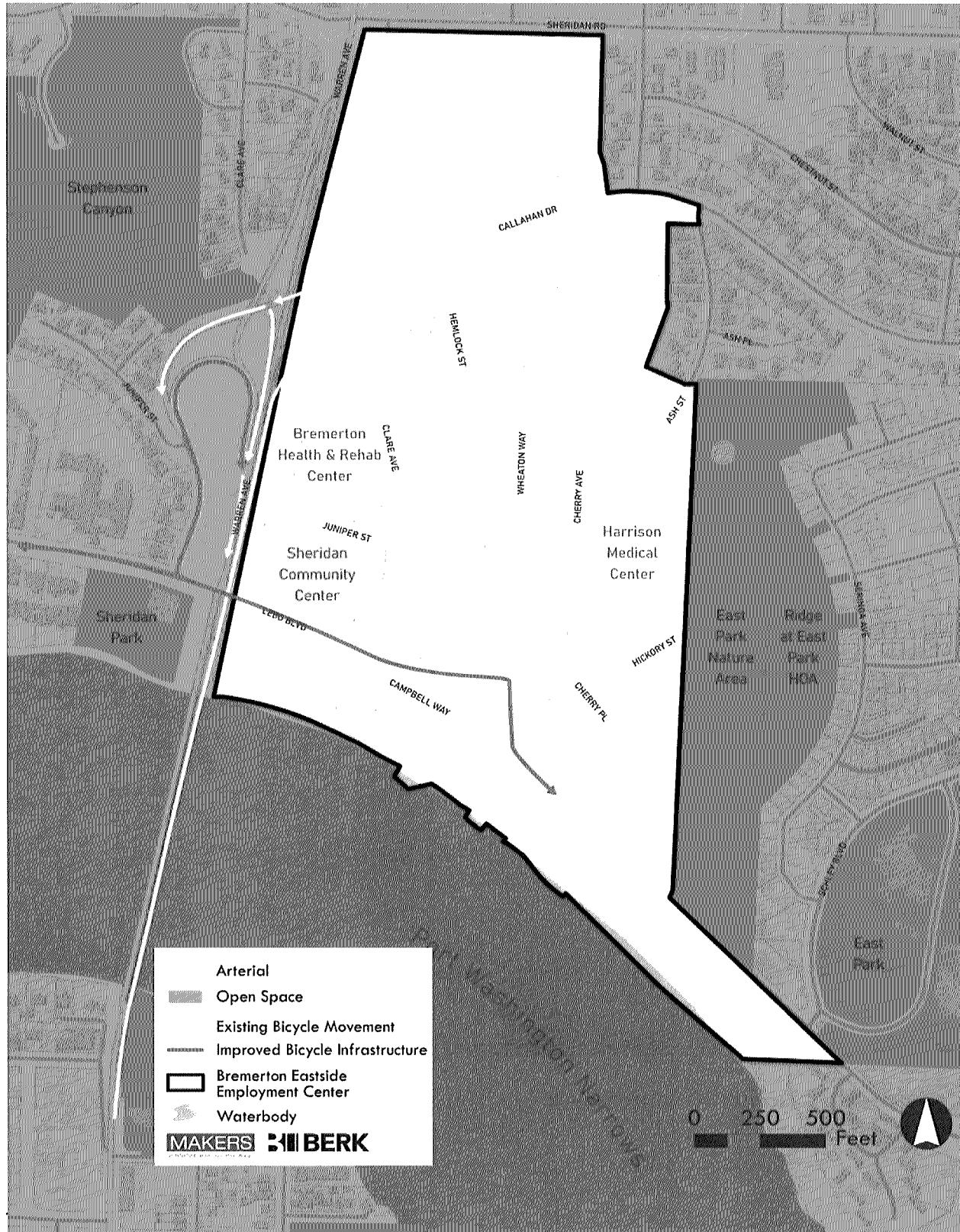
Source: Makers, 2020.

*The diagram illustrates the SR 303-to-Clare connection showing why the west side south-bound bike lane. The right side proposes a section looking north providing a bicycle lane with shy distance*



*An example of a bike lane with shy distance*

Exhibit 26. Existing Bicycle Movement onto and Off of the 303 Corridor



Source: Makers, 2020.

October 21, 2020

### 5.4.070 Campbell Way

While Wheaton and Lebo are major access points, Campbell Way will be a low speed, non-motorized focused neighborhood street. Campbell Way is proposed as a "Shared Street" that mixes pedestrian, bicycle, and local auto traffic. There have already been significant improvements to the right of way of Campbell, the western section of the roadway has recently been improved with new pavements and curbs, gutters, and sidewalks. Given this, the physical improvements required would focus on stormwater treatment and better utilization of the right of way. To keep speeds very low and avoid accidents, traffic calming elements such as bollards speed tables, chicanes, etc. are usually applied to Shared Streets. The intent of this proposal is to improve bicycle safety and amenity at this location as well as encourage commercial or mixed-use development – while protecting the privacy and comfort of residents living on the street. Shared streets are sometimes called "woonerfs" meaning "people streets" in Dutch. Pike Place in Seattle is an example of a shared street.

The proposal is to convert the 24 feet section to a two-way shared street with all modes occupying the same lanes. The near-term proposal is to close the street to vehicular through traffic but allow local access for residents, food trucks and other incidental uses. This could be accomplished with planters or bollards rather than larger constructed improvements. To provide for pick-up, drop off and other vehicular access, short term parking on selected sections of the northernmost 7 feet of the paved street is recommended. The gravel strip north of the pavement, where parking currently occurs, should be converted to green infrastructure landscaping. Undergrounding of overhead wiring and placement of conduit for future pedestrian lights should be considered with any improvements. The actual section could be narrowed to 20 feet clear (still allowing for emergency vehicle access with bollards or planters. Or, the street could be upgraded with new development. Commercial development is envisioned along a small portion of the street near the storm water outfall. Here, the section might be widened for drop-off/pick-up and to integrate with development. No change is recommended to the recent improvements except, perhaps, traffic calming and intersection realignment near Lebo Boulevard.

Exhibit 27. Campbell Way Existing Conditions

West End



Re-purpose existing pavement to allow for pedestrian, low speed bicycle and very low level, local access only vehicle traffic only

Allow parking on new paving along north edge. Food trucks and other amenities are possibility.

Re-allocate gravel parking area for GSI infrastructure

East End



Encourage flexible use of remainder of improved ROW where no sidewalk exists

Consider pedestrian lights and under-grounding overhead wiring when improvements are constructed

Source: Makers, 2020.

## 5.4.140 Non-Motorized Facilities

b) Purpose/intent: Non-motorized facilities in the Eastside Village can range from traditional sidewalk design to a multi-use path. Multi-use pathways allow for both pedestrians and cyclists. They can be one-way or two-way. The ones proposed for the subarea are intended as two-way.

c) Vision:



d) Applicable Standards: Multi-use pathways are usually at least 10' wide, ideally with 2' shy distance (space without an obstruction) on either side. Sometimes a multi-use pathway is an excellent substitute for narrow sidewalks on each side of a street. Because they accommodate bicycles as well as pedestrians. Bicycle travel speed can be an issue in crowded conditions.



6

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# **Design Guidelines**



## 6.1 Introduction

In order to encourage development flexibility within the Eastside Village Subarea, applicants may request departures from prescriptive dimensional standards found in sections 5.3.2 through 5.3.6. The Design Review Board is responsible for evaluating the projects exterior appearance in compliance with the design criteria established within this section of the Eastside Village Subarea Plan. The Board is responsible for making a recommendation to deny or approve departures to the Director of Community Development, who makes the final decision. For any development activity that requires Board review, the applicant must comply with the provisions of BMC 20.02.150 before a building permit can be approved. Design Guidelines in this chapter are intended to provide guidance to the Design Review Board in the decision-making process.

### 6.1.010 Purpose & Applicability

- a. Only projects requesting a departure from prescriptive dimensional standards found in sections 5.3.2 through 5.3.6 require Design Review Board approval.
- b. The following required guidelines are intended to create a pedestrian-oriented, visually cohesive neighborhood. Recommended guidelines are intended to complement zoning and development regulations and provide illustrative examples of how high-quality urban design can be achieved.
- c. All applicants are encouraged to meet the basic written purpose of each section and consider the implementation suggestions in the design of the project.

### 6.1.020 Design Guidelines Overview

- a. The City considers the following design features to be desirable elements of Center project design and guidelines are intended to facilitate the incorporation of these features into projects:
  - **Site design** that considers the center's natural features.
  - **Development that promotes a more walkable center** with a priority on easy and convenient pedestrian access throughout the Eastside Village. Attention to ground floors of buildings to provide a continuous, transparent street edge, using corner entries to reinforce intersections as important places for pedestrian interaction and activity, direct and extensive pedestrian routes, including sidewalks, mid-block connections and trails are recommended.
  - **Provision of open space amenities for residents, employees, and visitors.** Integration of the natural environment with new development, providing a smooth transition and easy access between the natural and built environments and siting buildings to take advantage of and connect to the natural environment are recommended.
  - **Creation of a variety of outdoor spaces** such as plazas, courtyards and pedestrian use areas that can be used as gathering and recreation spaces.
  - **Architectural character** that emphasizes building definition and massing to create a comfortable sense of enclosure, a well-defined ground floor, and high-quality materials are encouraged.

### 6.1.030 Site Design Guidelines

- a) Intent: Encourage development that takes advantage of the center's natural features and promotes walkability.
- b) Guideline: Site and building design should take advantage of important elements of the natural environment, Madrona Trails natural area, shoreline and planned park and open space. Designs should incorporate open space amenities for residents, employees, and visitors. Depending on the location, this may be accomplished through integration of the natural environment with new development or providing a smooth transition between the natural and built environments.
- c) Recommended:
  - Consider solar access and shade when designing buildings, landscaping, and site features.
  - Integrate and enhance natural water features, where present, with new development. Consider site and building layout concepts that reduce the demand for water use.
  - Incorporate existing trees and habitat into new development.
  - Consider stormwater management techniques that treat rainwater runoff from all surfaces, including parking lots, roofs, and sidewalks.
  - Integrate stormwater management facilities as environmental and visual amenities.
  - Configure the site to enhance access to and through the site to reduce vehicular trips.

### 6.1.040 Pedestrian Emphasis Guidelines

- a) Intent: promote a walkable environment where the comfortable pedestrian movement is the highest priority.
- i. Guideline: Define the pedestrian environment by encouraging a continuous ground floor that provides a sense of enclosure, and an active street edge for pedestrians.
  - Recommended:
    - ◆ Windows that are transparent or have displays at the street level.
    - ◆ Signs and lighting at the ground level at the human scale.
- ii. Guideline: Provide continuous sidewalks or paths that encourage walking.
  - Recommended:
    - ◆ Pedestrian routes that connect to the street system to reduce reliance on the car.
    - ◆ Buildings with clear pedestrian access to a public sidewalk.
    - ◆ Walkways and other paths through parking lots.
    - ◆ Mid-block connections.
    - ◆ Crosswalks are required when a walkway crosses a paved area accessible to vehicles.

- iii. Guideline: Protect pedestrians from wind, sun, rain, sleet, and snow.
  - Recommended:
    - ◆ Weather protection integrated with the design of the façade.
    - ◆ Retractable awnings may be used to meet requirements.
- iv. Guideline: Encourage well-defined, comfortable, and inviting outdoor public space that supports pedestrian activity.
  - Recommended:
    - ◆ Courtyards and plazas with active adjacent ground floor uses.
    - ◆ Comfortable seating that is accessible to a range of people.
    - ◆ Secure and safe spaces with good lighting, street views and visibility (see sidebar on CPTED).
    - ◆ Spaces in locations that users can easily access and use, rather than left-over or undevelopable spaces where little pedestrian traffic is likely.
    - ◆ Landscaping that adds visual or seasonal interest to the space.
    - ◆ Movable seating.

#### 6.1.050 Architectural Guidelines

- a) Intent: Encourage high-quality development that reflects the character of the area and provides a sense of permanence.
- i. Guideline: Use building massing and articulation to reduce scale, create visual interest and complement the pedestrian environment.
  - Recommended:
    - ◆ Use design techniques to identify the buildings' top, middle, and bottom for buildings over three stories.
    - ◆ Avoid long expanses of plain building frontage both horizontally and vertically.
    - ◆ Use articulation features such as windows, columns, entries, and balconies, to reduce the scale of buildings, add visual interest, and contribute to the pedestrian environment.
    - ◆ Multifamily buildings shall include articulation features at intervals that relate to the location/size of individual units within the building (or no more than every 30 feet) to break up the massing of the building and add visual interest.

- ii. Guideline: Promote high quality materials.
  - Recommended:
    - ◆ Use wall and building materials that convey a sense of quality and permanence including but not limited to brick, finished concrete, stone, terra cotta, cement stucco, and wood.
    - ◆ Not Recommended
    - ◆ Simulated rock or brick.
    - ◆ Faux finishes.
    - ◆ Synthetic stucco (EIFS).
    - ◆ Simulated wood siding, wood veneer, clapboard, or other types of residential siding.
    - ◆ Aluminum, plastic, or vinyl siding.
    - ◆ Corrugated metal siding.
    - ◆ Exposed plastic.
- iii. Guideline: Building should exhibit roofing design and materials that add visual interest.
  - Recommended:
    - ◆ Green roofs.
    - ◆ Consolidated and screened mechanical units.
    - ◆ Synthetic stucco (EIFS).
- iv. Guideline: Building facades should include small-scale design details and features, especially at the ground-floor level, that contribute to the pedestrian environment.
  - Recommended:
    - ◆ Architectural treatments that emphasize entries.
    - ◆ Transparency that creates a sense of connection between the street and the interior.
    - ◆ Entry treatments that meet the intent of the standards.
    - ◆ Building lighting that emphasizes entries.

- v. Guideline: Design parking structures to be compatible with development.
  - Recommended:
    - ◆ Parking areas are envisioned to be behind buildings or accessed from the alley. If site constraints necessitate sidewalk facing parking garage frontages, these frontages should be designed like other buildings in the area.
    - ◆ Adding usable spaces to garage frontages while providing adequate ventilation.
- vi. Guideline: Integrate lighting with building design to contribute to the pedestrian environment.
  - Recommended:
    - ◆ Pedestrian-scaled lighting along walkways and public spaces.
    - ◆ Light sources integrated into building design where possible.
    - ◆ Reasonable hiding of wiring and electrical sources from public view.
    - ◆ Lighting treatments are emphasized on pedestrian-oriented and signature streets.



**7**

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# **Infrastructure Investments**

# 7.1 Transportation

## 7.1.010 Context

Most travel to and from the Eastside Village currently occurs by vehicle. The Eastside Village is located immediately east of SR 303, a north-south arterial connecting north to SR 3 in Silverdale and south to SR 304 in Downtown Bremerton. Within the interior of the Eastside Village, the local roadway network is made up of two-lane roadways all of which are stop controlled. The only signalized intersection in the Study Area is SR 303 and Sheridan Road at the northwest corner of the Eastside Village. The street network does not follow a typical grid pattern and has curving roadways and varying topography throughout the Study Area. Speed limits range from 10 mph to 25 mph, with 30 mph to 35 mph speed limits on SR 303. Vehicles move through the Eastside Village with little delay during the PM peak hour with all intersections currently operating above the City's minimum level of service standard.

Most roadway segments in the Eastside Village have sidewalks on both sides of the street. The SR 303 bridge has a separated path along each side with stairs connecting to Lebo Boulevard. In general, areas that are more likely to have higher volumes of pedestrian activity, such as the Harrison Medical Center, areas served by transit, and the commercial land uses along Wheaton Way and Lebo Boulevard have complete sidewalks. Sidewalk gaps and sidewalks on one side of the street tend to be in more residential settings. Sidewalk conditions vary from excellent new facilities along Lebo Boulevard and Wheaton Way including wide sidewalks with landscaped buffers to poor conditions on streets including Clare Avenue, Hemlock Street, Cherry Avenue, and Callahan Drive with narrow sidewalks, no curb separation, or extruded curbs. Most major intersections on Lebo Boulevard, Wheaton Way, and SR 303 have well-marked crossing facilities, and there are two mid-block crossings on Wheaton Way and Cherry Avenue near the Harrison Medical Center.

Bicycle infrastructure is limited within the Eastside Village with the only dedicated bicycle lanes on Lebo Boulevard and Wheaton Way south of Lebo Boulevard. The steep topography of the area makes bicycling challenging and bicycle volumes within the Eastside Village are relatively low. A proposed shared use path along the Warren Avenue Bridge would provide a high-quality connection to Downtown Bremerton. Shared use lanes are proposed for Wheaton Way to the north (as an alternative to Cherry Avenue) and along Sheridan Road west of SR 303 and east of Cherry Avenue.

Public transit in the Study Area is provided by Kitsap Transit. Route 225, which between the Wheaton Way Transit Center and Bremerton Transportation Center, loops through the Eastside Village and has stops along Lebo Boulevard, Cherry Avenue, Callahan Drive, and Wheaton Way. In addition, three routes (2, 15, and 217) run along the edge of the Eastside Village on SR 303/Wheaton Way.

## 7.1.020 Proposed Improvements

The Transportation Element for 2016-2036 and the City's six year Capital Improvement Program (CIP) list capital projects that the City intends to implement and helps the City fulfill its GMA requirements by implementing the transportation projects needed to support growth.

This Subarea Plan includes capital improvements as noted on Exhibit 32 and Exhibit 33. Potential means of implementation include frontage requirements, mitigation fees, and grants.

### Exhibit 32. Multimodal Transportation Improvements

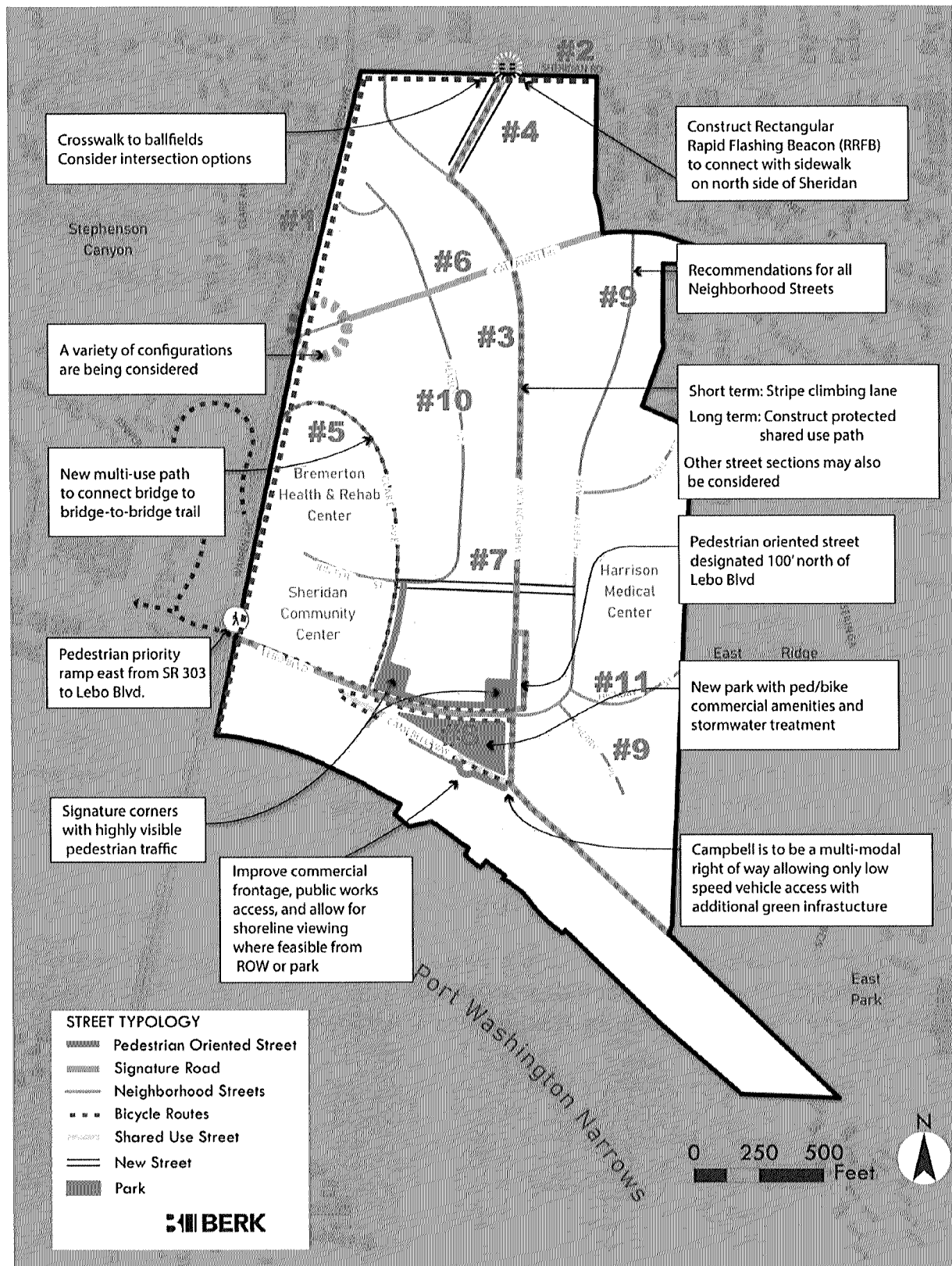
Number	Street	Pedestrian Priority	Bike Priority	Transit Priority	Urban Design Framework	Cost (Millions)
<b>Improvements to Priority Routes and Pedestrians, Bicycle, Transit, and Intersection Levels of Service</b>						
<b>Segments</b>						
1	SR 303: Ped/Bike	X	X			\$2.6
2	Sheridan Road	X	X	X		\$1.7
3	Wheaton Way	X	X*	X	Signature	\$6.3
4	Wheaton Way	X	X*	X	Signature	\$1.5
5	Clare Avenue				Bicycle Route	\$3.3
Subtotal						<b>\$15.4</b>
<b>Signals</b>						
A	Clare/Lebo					\$0.8
Subtotal						<b>\$0.8</b>
<b>Other Frontage Improvements to Meet Cross Section</b>						
6	Juniper Street				New Street**	\$0.9
7	Callahan Drive			X	Signature	\$1.7
8	Campbell Way				Shared Use	\$0.6
9	Cherry Avenue		*	X	Neighborhood	\$3.2
10	Hemlock Street				Neighborhood	\$1.9
11	Hickory Street				Neighborhood	\$0.5
Subtotal						<b>\$8.8</b>
<b>Total</b>						<b>\$25.0</b>

Notes: \*Proposed Priority bike route to be shifted from Cherry Avenue to Lower Wheaton Way. Also, addition of Clare Avenue to Priority Bike Routes.

\*\* Provides a more direct connection from SR 303 and Clare Avenue to Wheaton Way.



Exhibit 33. Multimodal Transportation Improvements



Source: Makers, 2020; BERK, 2020;

Pedestrian and bicycle infrastructure include a proposed project to construct eight-foot shared use pathways on both sides of the Warren Avenue Bridge. The project would allow pedestrians and bicycles to more comfortably travel across the bridge and improve ADA accessibility. New shared-use lanes are to be located on Lower Wheaton Way and Sheridan Road.

- SR 303 Warren Avenue Bridge – new shared use path;
- Lower Wheaton Way from Lebo Boulevard to Sheridan Road (alternative to Cherry Avenue) – new shared use lane<sup>1</sup>;
- Callahan Drive from SR 303 to Wheaton Way – new bike lane connecting between priority bike routes;
- Clare Avenue – Bike route connecting from SR 303 to the Bridge to Bridge Trail at Lebo Boulevard; and
- Sheridan Road – new shared use lane.

In addition to these improvements, the Preferred Alternative would include more mid-block connections, boulevard treatments, and pedestrian oriented street fronts to create a walkable community.

The Preferred Alternative would include two roadway improvements:

- Realigning Wheaton Way to the east such that its connection with Sheridan Road allows a northbound left turn; and
- A roundabout at the SR 303/Callahan Drive/Clare Avenue intersection with a pedestrian and bicycle connection to SR 303 from Callahan Drive.

As locations for mid-block connections are identified, the City could consider associated crossings and appropriate pedestrian treatments such as marked crosswalks, Rectangular Rapid Flashing Beacons, pedestrian signal, and/or lighting.

## Transportation Intersection Mitigation

Based on a traffic operations analysis, the combination of proposed land use alternatives and transportation improvements are expected to require additional investments to maintain the City's intersection level of service standard. These improvements are listed by alternative in Exhibit 34.

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<sup>1</sup> The City may consider Lower Wheaton Way as an alternate north-south bicycle route through the study area.

**Exhibit 34. Transportation Intersection Mitigation – Preferred Alternative**

Location	Mitigation Measure
Lebo Blvd & Clare Ave	Signalize intersection
Sheridan Rd & SR 303	Revise signal timing and phasing (remove east-west split phasing, add protected- permitted phasing for westbound left turn and shorten cycle

Source: Fehr & Peers, 2020.

## Travel Demand Management

Managing demand for auto travel is another important way to potentially reduce capital costs. Employers with at least 100 employees will continue to be required to participate in the State and City's Commute Trip Reduction (CTR) law, which is administered by Kitsap Transit and codified in Bremerton Municipal Code 10.20. In addition, the City could build upon its existing travel demand management programs and coordination with local transit agencies, businesses, and multifamily buildings to explore additional demand management programs that encourage non-SOV travel to and from the Center.

## Transportation Systems Management & Operations

The City can pursue projects that increase the capacity of its existing infrastructure without building new infrastructure through transportation systems management and operations (TSMO). TSMO refers to operational improvements that can improve traffic flows without building new capacity, for example traffic signal coordination, intelligent transportation systems such as adaptive signals or transit signal priority, ramp management, and traffic incident management.

## Parking Management

The City could implement programs to manage its on-street parking supply such that demand does not routinely exceed the supply. There are multiple strategies the City could pursue, such as time limits, paid parking, and restricted parking zones. For example, many cities price their on-street parking spaces to aim for an average 85 percent occupancy, which equates to having one or two available spaces per block. The City could also use time limits to encourage short-term parking for visitors to local businesses on key blocks while allowing longer term parking in other locations.

## 7.2 Stormwater

### 7.2.010 Context

The Bremerton Public Works Department Stormwater Utility is responsible for the operation and maintenance of the City's stormwater collection and conveyance system within the Study Area. Stormwater is captured by catch basins and conveyed through a network of open ditches, pipes, catch basins, culverts, and several different types of stormwater management facilities.

Some stormwater treatment best management practices (BMPs) were installed along Lebo Boulevard during the recent street upgrade, but otherwise, most of the Study Area lacks stormwater treatment.

Stormwater is discharged to the Port Washington Narrows through two outfall pipes. Most of the stormwater is discharged through the Main Street Outfall, a 36-inch HDPE pipe with an energy diffuser located on the shoreline near the intersection of Campbell Way and Wheaton Way. The southeastern corner of the Study Area, including about 0.75 acres of Wheaton Way discharges through the Bay Bowl Outfall, a 12-inch pipe near the Bay Bowl.

The stormwater infrastructure within the Eastside Village is listed in Exhibit 35.

**Exhibit 35. Stormwater Infrastructure in the Eastside Village**

Infrastructure	Count
Pipe (LF)	30,238
Catch Basins	301
Stormwater Facilities	6

Sources: City of Bremerton, Herrera, 2019.

### 7.2.020 Stormwater Requirements, Opportunities, and Constraints

Most of the pollutant generating impervious surface in the Study Area does not receive treatment for stormwater pollutants prior to discharge to Port Washington Narrows. Under both Action Alternatives, individual redevelopment projects and right-of-way improvements would be required to comply with stormwater management requirements from the stormwater manuals referenced in the City code. Projects that include 5,000 square feet or more of pollutant generating hard surface or  $\frac{3}{4}$  of an acre of pollutant generating pervious surface would be required to construct stormwater treatment facilities; therefore, redevelopment would result in a net improvement in stormwater quality. Because the entire EC drains directly to marine waters, and not to streams,

redevelopment in the EC is exempt from flow control, however, stormwater detention may be required by the City on a case by case basis to address capacity concerns in the stormwater system and beach erosion at the outfall.

Because the area is flow control exempt, the requirements for on-site stormwater management (i.e. low-impact development [LID] or green stormwater infrastructure [GSI]) are also limited but following requirements do apply and these practices must be applied where feasible:

- All lawn and landscape must meet soil quality and depth requirements.
- Roof downspouts require consideration of infiltration trenches, downspout dispersion, or perforated stub-out connections.
- Roads, parking lots, and sidewalks need to consider sheet flow and concentrated flow dispersion.

A coarse scale assessment of infiltration potential in the City of Bremerton performed in 2017, classified much of the Study Area as having moderate shallow and deep infiltration potential (AESI 2017). The western and southern portions of the Study Area are mapped as glacial outwash soils, which are more conducive to infiltration than till soils. However, there are several factors that create challenges and uncertainty regarding infiltration potential:

- The land surface slope, and associated setbacks from geologic hazards, will make stormwater infiltration infeasible or challenging in much of the Study Area. Permeable pavement and bioretention can be deemed infeasible at slopes above 6% and 8% respectively. On sloped sites the fate of the infiltrated water must be well understood to avoid infiltrated water re-emerging as a surface water seep or causing nuisance flooding/.
- The geomorphology of the entire Study Area is mapped as artificial fill, modified land, meaning it has been modified by grading and filling, which makes soil conditions unpredictable and unreliable for infiltration. Existing underground utilities were not designed with green stormwater infrastructure in mind so utility conflicts will need to be identified and avoided or addressed.

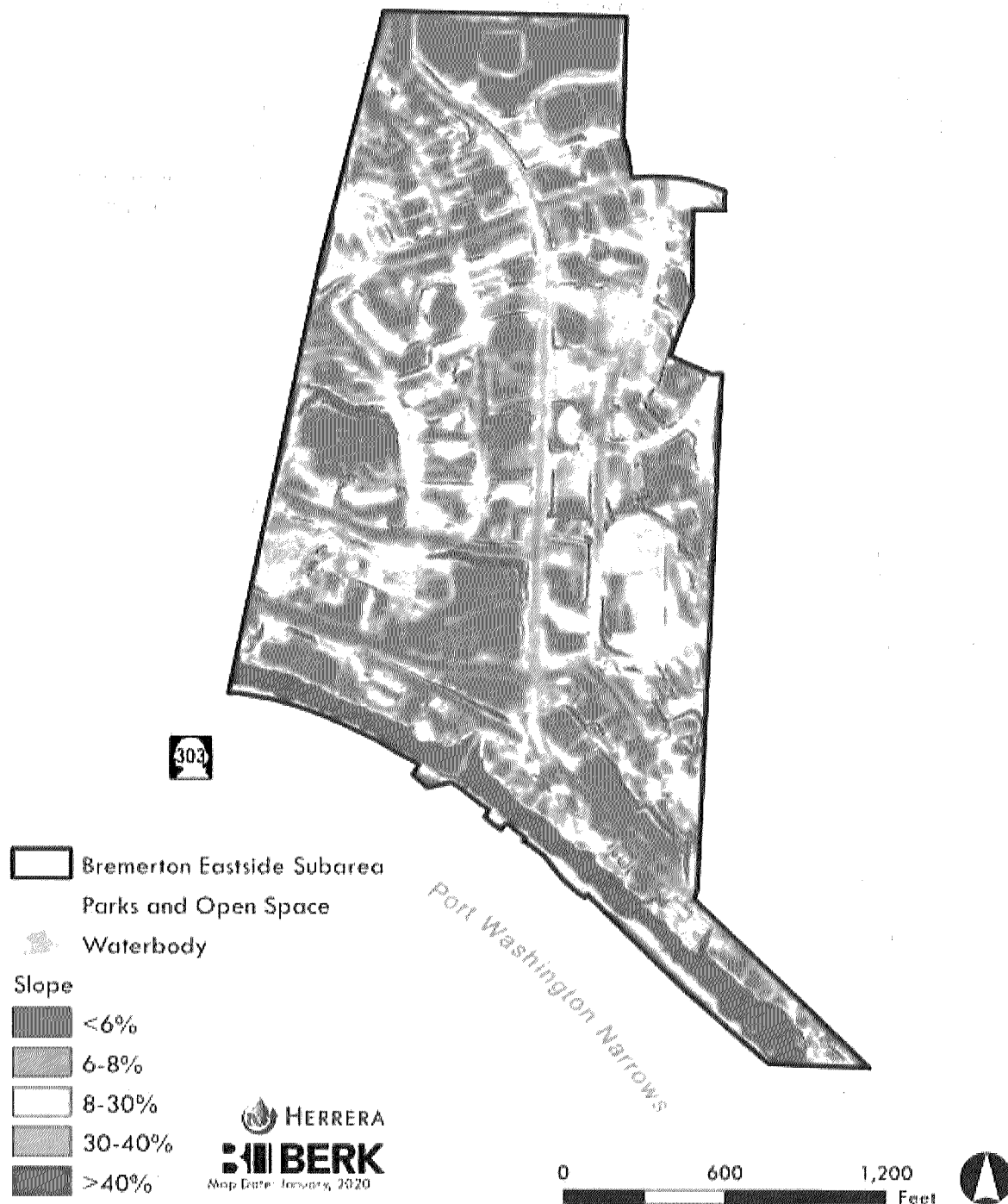
Despite the lack of a regulatory driver, LID/GSI (including bioretention, permeable pavement, green roofs, and street trees) can be a preferred approach to stormwater management in the Study Area where feasible. LID/GSI has numerous "co- benefits" beyond stormwater mitigation which can add value to the urban landscape (EPA 2020):

- Groundwater recharge where infiltration is feasible or allowed.
- Air quality improvements by reducing ground level ozone and particulate matter.
- Reduced urban heat island effects by shading, deflecting radiation, and releasing moisture into the atmosphere.
- Habitat for native species, including bird and pollinators and other insects.
- Health benefits through encouraging outdoor activity and recreation.
- Aesthetic enhancement and increased property values.

LID/GSI can also be integrated into right of way design in ways that improve safety. In addition to the above benefits, the City's NPDES Phase II Municipal Stormwater Permit (Ecology 2019) requires  
October 21, 2020

the City to require LID Principles and LID BMPs when updating, revising, and developing new and local development-related codes, rules, standards, and other enforceable documents.

**Exhibit 36. Lidar-Based Ground Surface Slope Within the Study Area**



Source: Herrera, 2020.

## 7.2.030 Proposed Improvements

The current 6-year CIP plan for the stormwater utility does not include any improvements within the EC; however, the City has identified one significant problem along Cherry Avenue and is in the initial planning stages of developing, prioritizing, and implementing a capital project as described below. There are also several areas in the EC that lack stormwater conveyance and these areas are also described below.

### Cherry Ave Improvements

Several portions of the stormwater system in the Cherry Avenue basin, including areas around Harrison Hospital, need improvement. Along Cherry Avenue, between Callahan Drive on the north and Ash Street on the south, some of the stormwater still flows into the wastewater system. Elsewhere on Cherry Avenue, catch basin connections to the wastewater system have been plugged, but new stormwater conveyance has not been provided. This forces stormwater to surface-flow down the street to downgradient catch basins that are connected to the stormwater system. The City occasionally receives drainage complaints related to the amount of stormwater flowing along the road in this area. New stormwater mains need to be installed along Cherry Avenue to address this problem and a more detailed assessment is needed to define the project more specifically. Approximately 1,7000 linear feet of new and replacement stormwater main is needed and the project is expected to cost between \$1M and \$500,000 depending on the complexity of underground utility conflicts and ability for this project to be combined with other right of way improvements that would add project efficiency.

### Stormwater Conveyance Needs in Other Areas of the EC

Stormwater conveyance piping is also needed on Wheaton Way between Sheridan Road and Callahan Dr, on Clare Ave (a 250 linear foot extension beginning 230 feet north of Juniper running towards Callahan Dr), and on Cherry Place to provide service in an area where stormwater currently flows into the wastewater system. Most of the piped system in the EC was installed more than 50 years ago and may either need to be replaced or lined to extend the service life of the pipe. For efficiency, the City will seek to integrate these improvements into other right-of-way improvements in the EC and SR 303 corridor improvements near the north end of the Warren Avenue Bridge.

### New Park with Stormwater Features at Lebo Blvd and Campbell Way

Stormwater improvements could be constructed in coordination with a new recreation facility, including stormwater treatment BMPs for pollutant generating surfaces and post construction soil quality and depth for all lawn and landscape. BMPs may also be able to treat a portion of the street right-of-way. A park relocation from a portion of the park laydown site along Lebo Boulevard presents an opportunity to create a park that provides stormwater benefits through stormwater

BMPs that treat roadway runoff, or possibly a percentage of the runoff from the Campbell Way outfall, as well as aesthetic and educational benefits by creating a park amenity that would communicate the connection between stormwater in the urban environment and water resources, which could create a larger opportunity for stormwater treatment. However, the flow rates in the Campbell Way outfall are very high, so designing an offline stormwater treatment facility in the relocated Sheridan Park would require a careful feasibility and cost-benefit evaluation to find a solution that is feasible, effective, and is an appropriate park amenity.

See the appendix for a preliminary concept of such a facility and its ability to provide water quality for a large basin.

## Improve Sheridan Park

Sheridan Park Improvements present an opportunity to treat stormwater from SR 303 within the improved park area south of Lebo Boulevard. Like the park relocation project under the Residential Focus Alternative, constructing a stormwater facility along with other park improvements could provide water quality improvements and other co-benefits.

## New Mid-block Connections

The new mid-block connections for the Preferred Alternative represents significant new and replaced pollutant generating impervious surfaces. Permeable pavement feasibility would be considered for these new connections and stormwater treatment BMPs would be installed to provide treatment.

## Pedestrian Street Fronts

Pedestrian oriented street front improvements are primarily at intersections, LID/GSI or other stormwater BMPs can be used to treat stormwater from multiple road surfaces in a single BMP, as well as provide habitat, amenity, air quality improvements, traffic calming elements, and shortening crossing distances for pedestrians if bulb-outs are used.

However, there are several steep slopes adjacent to the proposed street front improvements, including along Juniper Street, that could make infiltrating stormwater BMPs infeasible.

Pedestrian streetscape improvements along Wheaton Way have a greater potential for water quality benefits because Wheaton Way is a larger street with higher traffic volume, which will create an opportunity for LID/GSI to be used to be an aesthetic amenity and provide stormwater treatment, habitat, air quality, and other co-benefits.

## *New Road Connection from Sheridan Road to Callahan Drive & New Roundabout at SR 303 and Clare Avenue / Callahan Drive*

Both new road connections will create significant new and replaced pollutant generating impervious surface thus triggering code required stormwater mitigation. These new high-volume



streets will need to provide stormwater treatment BMPs which could be lined or unlined LID/GSI facilities to treat runoff from the road surface.

## 7.3 Water

### 7.3.010 Context

Potable water in the Study Area is provided by the City of Bremerton Water Utility. The Study Area is included in pressure zones E398 and E240 within the Bremerton Main Water System. 12- inch and 20- inch water mains supported on bridges crossing over the Port Washington Narrows supply water to the Study Area. There is one below-ground concrete reservoir tank in the Study Area as well as an above ground reservoir on the eastern boundary of the Study Area along the Madrona Trails park. The latter is configured to provide emergency supply to the Harrison Hospital vicinity if needed. The water infrastructure within the Study Area is listed in Exhibit 37.

**Exhibit 37. Water Infrastructure in the Study Area**

Infrastructure	Count
Mainline (LF)	23,160
Service line (LF)	4,601
Valves	128
Below-ground concrete tank located at 844 Callahan in East Bremerton (Reservoir 11)	1
Above-ground 2-million-gallon storage reservoir located just outside the Eastside Village on the edge of the Madrona Forest (Reservoir 19)	1
East 240 Zone pump station located at Reservoir 11 with a total capacity of 1,400 gallons per minute. This pump station transfers water from Reservoir 11 to Reservoirs 12 and 13 in the East 398 Zone	1

Sources: City of Bremerton, Herrera, 2019.

The water provided to the Study Area is supplied by surface water from the Union River, groundwater from 10 production wells, and interties with the West 517 Zone (Bremerton 2012). The Union River watershed is protected by the Watershed Control Plan and the Bremerton Land Management Plan which include regular water quality monitoring. Groundwater sources are protected by Bremerton's Wellhead Protection Plan (1996). The water supplied from these sources is controlled through the Supervisory Control and Data Acquisition (SCADA) system. Ductile iron and cast-iron pipe comprise most of the distribution system.

The City has enough water supply to meet demand beyond 2032 (City of Bremerton 2012). If Bremerton had to rely on groundwater supply only, there is no anticipated shortfall in the short term

(City of Bremerton 2012). Because the current surface water source from Union River is unfiltered, and in case of extreme weather events including storms and drought caused by climate change, the groundwater supply should be able to meet demand on its own. Strategies proposed to meet future demands without relying on surface water sources include:

- Pursue water rights applications for 3 existing wells (Well Numbers 9, 21, and 22).
- Increase use of current groundwater certificate capacity.
- Pursue formal aquifer storage and recharge (ASR) recognition.
- Consider treatment and filtration for Anderson Creek and Gorst Creek surface water sources as alternatives to the Union River source.

Bremerton has a plan to replace substandard water mains (less than 3-inch diameter pipes) annually based on head loss, pipe age, size, and maintenance problems. Bremerton is in the process of updating the Water System Plan for the city.

### 7.3.020 Proposed Improvements

There are anticipated to be new water lines constructed as part of the building of new roadways. When these new roadways are built, the associated water infrastructure will be built at the same time. These three potential water system improvements may need to be added to the City's water capital improvement plan:

- Constructing a new water main on the new road connection between Sheridan Road and Callahan Drive.
- Relocating or replacing water mains if needed in relation to the new traffic circle.
- Constructing new water mains on new midblock connections.

### 7.3.030 Further Evaluation

Because there are two reservoirs and large water mains bisecting the Study Area, major upgrades to the water system are not expected to be required, but the preferred alternative should be evaluated by the City using the water system model to determine whether any capital improvements are needed address fire flow requirements or general water supply.

## 7.4 Wastewater

### 7.4.010 Context

The Bremerton Department of Public Works and Utilities provides wastewater service for the Study Area. Most of the Study Area is in the Cherry Avenue Basin, a combined 214-acre basin that is 82% sewer. Combined sewer overflow Outfall OF-3, one of the overflows for the East Bremerton Beach Main, is at the downstream edge of the basin, though sewer flow is not directed to this outfall under normal operation. Analysis from the 2014 Wastewater Comprehensive Plan indicates that the East Bremerton Beach Main can accommodate flow from new service areas. Under normal operations, wastewater flows by gravity out of the basin and crosses under the Port Washington Narrows to a pump station, where it is pumped to the wastewater treatment plant. The wastewater infrastructure within the Eastside Village is shown in Exhibit 38.

**Exhibit 38. Wastewater Infrastructure in the Eastside Village**

Infrastructure	Count
Force Main (LF)	1,496
Gravity Main (LF)	15,907
Manholes	65

Sources: City of Bremerton, Herrera, 2019.

The City recently installed cured-in-place pipe (CIPP) in 2014 along all of Cherry Avenue. No wastewater capital improvement projects are scheduled in the Eastside Village between 2019 and 2026, which is the current capital project planning period.

### 7.4.020 Proposed Improvements

There are anticipated to be new sewer lines constructed as part of the building of new roadways. When these new roadways are built, the associated sewer infrastructure will be built at the same time. These three potential sewer system improvements may need to be added to the City's sewer capital improvement plan:

- Constructing a new sewer main on the new road connection between Sheridan Road and Callahan Drive.
- Relocating or replacing the sewer main, if needed, in relation to the new traffic circle.
- Constructing new sewer mains on new midblock connections. The new midblock connections present an opportunity to improve wastewater service along Wheaton Way if those improvements are needed.

In the past, the sanitary sewer on Cherry Avenue from Ash Street to Cherry Place has become overloaded during large storms, resulting in flooding of commercial businesses. Backwater valves have been installed at the right-of-way for businesses on Cherry Avenue in this vicinity and a portion of the main has been lined. The installation of a new storm drainpipe (described above in the Stormwater Section) will eliminate this problem by preventing stormwater from entering the wastewater system.

### 7.4.030 Other Measures

Though the Preferred Alternative is not expected to have a significant impact on the wastewater system, the City should continue to pursue projects that reduce inflow and infiltration to the wastewater system. See the Stormwater Section for a proposed stormwater improvement that will reduce inflow.

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# References

# 8.1 References

- City of Bremerton. Stormwater Management Program (SWMP) 2019. Accessed from the City website: <http://www.bremertonwa.gov/489/Stormwater-Management-NPDES-Phase-II>
- City of Bremerton. 2014. Wastewater Comprehensive Plan Update. Accessed from the City website: <https://www.bremertonwa.gov/527/Wastewater>.
- City of Bremerton. Water System Plan. 2012. Provided by the City of Bremerton through personal communication.
- City of Bremerton. 2016, May. *Comprehensive Plan*. Retrieved from [bremertonwa.gov](http://www.bremertonwa.gov): <https://www.bremertonwa.gov/185/Comprehensive-Plan>.
- Kitsap County Board of Commissioners. (2015, May 11). *Adopted Kitsap Countywide Planning Policies*. Retrieved from Kitsap Regional Coordinating Council: <https://static1.squarespace.com/static/5660ba88e4b0e83ffe8032fc/t/5665c021d8af10d3fd1ba8a5/1449508897034/Complete+Amended+CPPs+-+2015+v.10-16-15.pdf>.
- Puget Sound Regional Council. 2019. VISION 2050. Accessed: <https://www.psrc.org/vision>.



# Appendix A



## 9.1 Land Use Designations & Zoning Districts

The Study Area is designated as an Employment Center (EC) in the Comprehensive Plan. See Exhibit 39. The Plan anticipates future land use changes as well as desired intensity and character for the area:

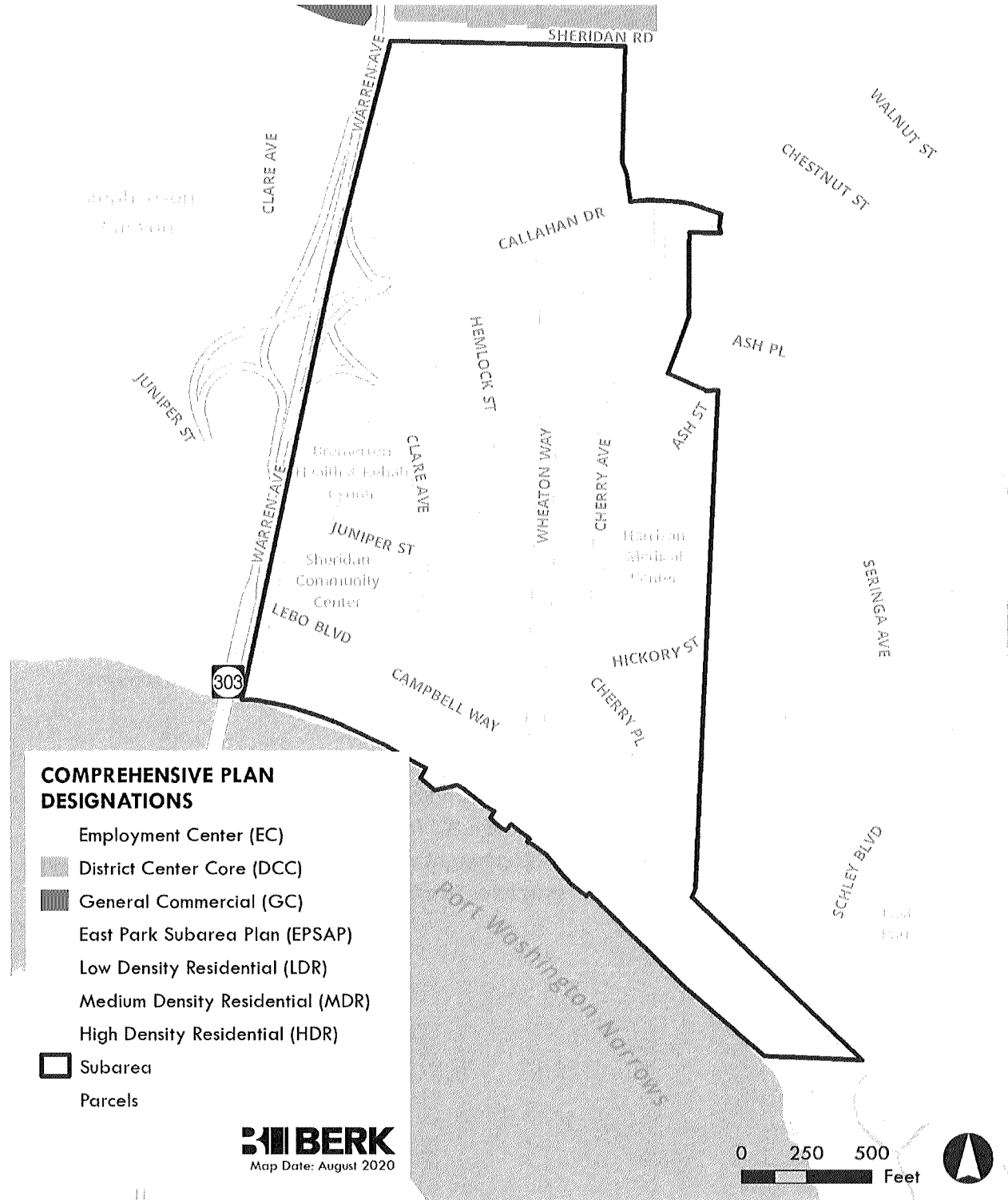
Employment Centers are intended to be mixed-use environments characterized by co-location of employment activities, residential, and commercial amenities for workers. The center type allows for large scale employment activities that may draw workers from a large geographic area, where workers can also choose to live and shop near work. Land uses in the center can include mixed-use, residential, commercial, retail and offices. Employment Centers are anticipated to have significant commercial space for jobs that are well integrated with areas that provide a mix of housing types nearby. Mixed-use or stand-alone residential uses should be supported. Land use intensity is envisioned to be 40 units/acre with six to eight stories of height.

In terms of character, the EC is envisioned to include mixed-use design. It integrates employment activities with housing and commercial activities scaled to serve employees at the center. Development standards should support additional residential uses to the area which as a result will increase support for commercial services. Development should be compatible with minimal impacts to neighboring residential uses. Nearby living opportunities for employees will reduce commuting as well as employee parking demands.

The Comprehensive Plan references the transition of Harrison Hospital and changes of use on this site. The Plan calls for the implementing regulations of the EC designation to have maximum flexibility for building re-use.

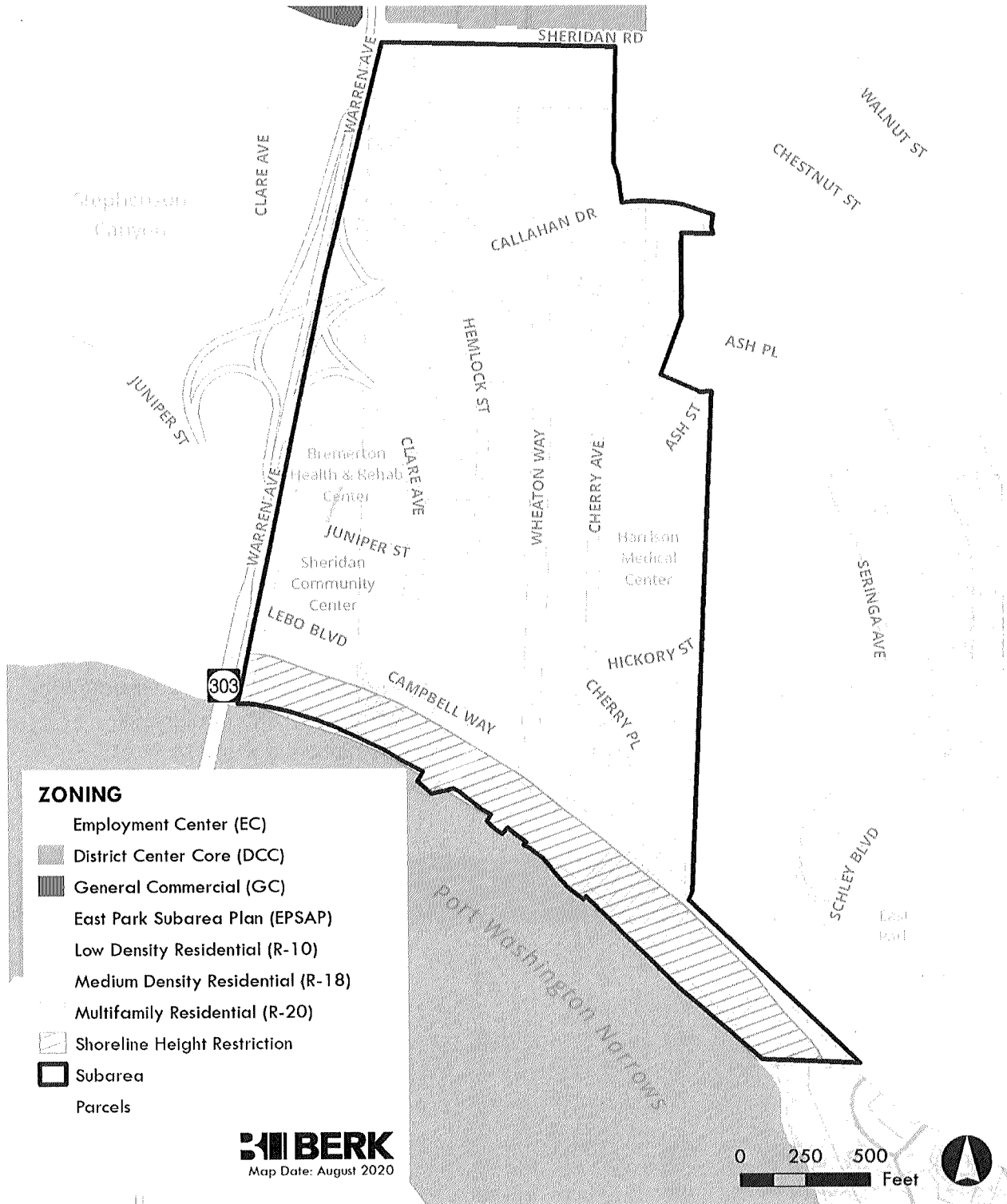
Zoning follows the Future Land Use Designations with EC as the primary zone, and its description is similar to the Comprehensive Plan designation. The minimum allowed residential density in the EC is 15 dwelling units per acre. Allowed building heights are 80' for residential uses and 60' for nonresidential uses. For mixed uses, allowed building height will be based on the use that predominantly (50% or greater) occupies the structure. See Exhibit 40 for a zoning map and Exhibit 41 for a chart of standards.

# Exhibit 39 Comprehensive Plan Future Land Use Designations, 2019



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

## Exhibit 40 Current Zoning Within Study Area



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

## Development Standards Under Current Zoning

**Exhibit 41 Maximum Development Standards for Current Zoning**

Zone	Maximum Density (dwelling units/acre)	Maximum Height (feet)	Maximum Building Coverage (percent)
Employment Center (EC)	15	Residential: 80' Non-residential: 60'	65% (up to 85% with bonuses)

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

### 9.1.010 Anticipated Growth & Development Capacity

Population in Bremerton is expected to grow from approximately 39,650 in 2012 to 53,407 in 2036. The total new population of 13,757 persons (approximately 6,400 household units) expected in the community by 2036 will live in a variety of single-family households and multi-family settings within and outside centers. See Exhibit 42.

Bremerton's targeted employment growth is for roughly 18,800 jobs by 2036. This reflects an increase from the 28,167 jobs in 2012 to 18,782 jobs by 2036. Of the total increase of about 18,800 jobs, 13,000, or about 80% are expected to be in the various centers, including the Downtown and the Puget Sound Industrial Center-Bremerton. The Study Area, the Eastside Village, is expected to have 750 people, 350 housing units and 450 jobs. This equates to roughly 2.3% of planned employment growth. In comparison, Downtown is anticipated to accommodate 18.4% of employment growth while the Wheaton Riddell District Center is anticipated to accommodate 3.5% of employment growth.

	Total Acres	Avg. Residential Density	Sum of Population	Sum of Households	Sum of Employment
<b>Centers</b>					
Downtown Regional Center (DRC)	138	40	4,355	2,188	3,463
District Center – Wheaton/Riddell	94	20	1,910	909	670
District Center – Wheaton/Sheridan	77	20	1,288	613	318
District Centers – Charleston	125	20	489	232	124
Neighborhood Center – Manette	19	15	106	51	50
Employment Center (EC)	82	40	750	350	450
Bay Vista	73	20	550	255	70
East Park	58	15	320	150	20

	Total Acres	Avg. Residential Density	Sum of Population	Sum of Households	Sum of Employment
Puget Sound Industrial Center – Bremerton	3,072	—	—	—	7,777
<b>Non-Centers</b>					
Freeway Commercial (FC)	324	0	0	0	1075
General Commercial (GC)	273	30	450	210	825
Neighborhood Business (NB)	18	15	30	15	35
Higher Education (HE)	47	20	90	190	76
Industrial (I)	390	0	0	0	1,525

Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

## 9.1.020 Buildable Lands Capacity

Within the Eastside Village, the Comprehensive Plan anticipates 350 new dwelling units and 450 new jobs by 2036 (Table LU-G, Comprehensive Plan Land Use Appendix). Bremerton's Comprehensive Plan transportation modeling reviewed approximately 455 new dwellings and 890 new jobs. Prior land capacity estimates were prepared in 2014 and 2015 prior to the City's Comprehensive Plan update in 2016 and showed a range of results and assumptions.

### Exhibit 43 Comprehensive Plan Eastside Village Growth Estimates

Source	Population	Housing	Jobs
Table LU-G Comp Plan Land Use Appendix 2016 Adopted Plan	750	350	450
Comprehensive Plan Transportation Model 2016	789*	455 (households)	889

Note: \* Estimated with a household size based on PSRC estimates of households and population in 2018.

Source: City of Bremerton, 2019; BERK, 2019.

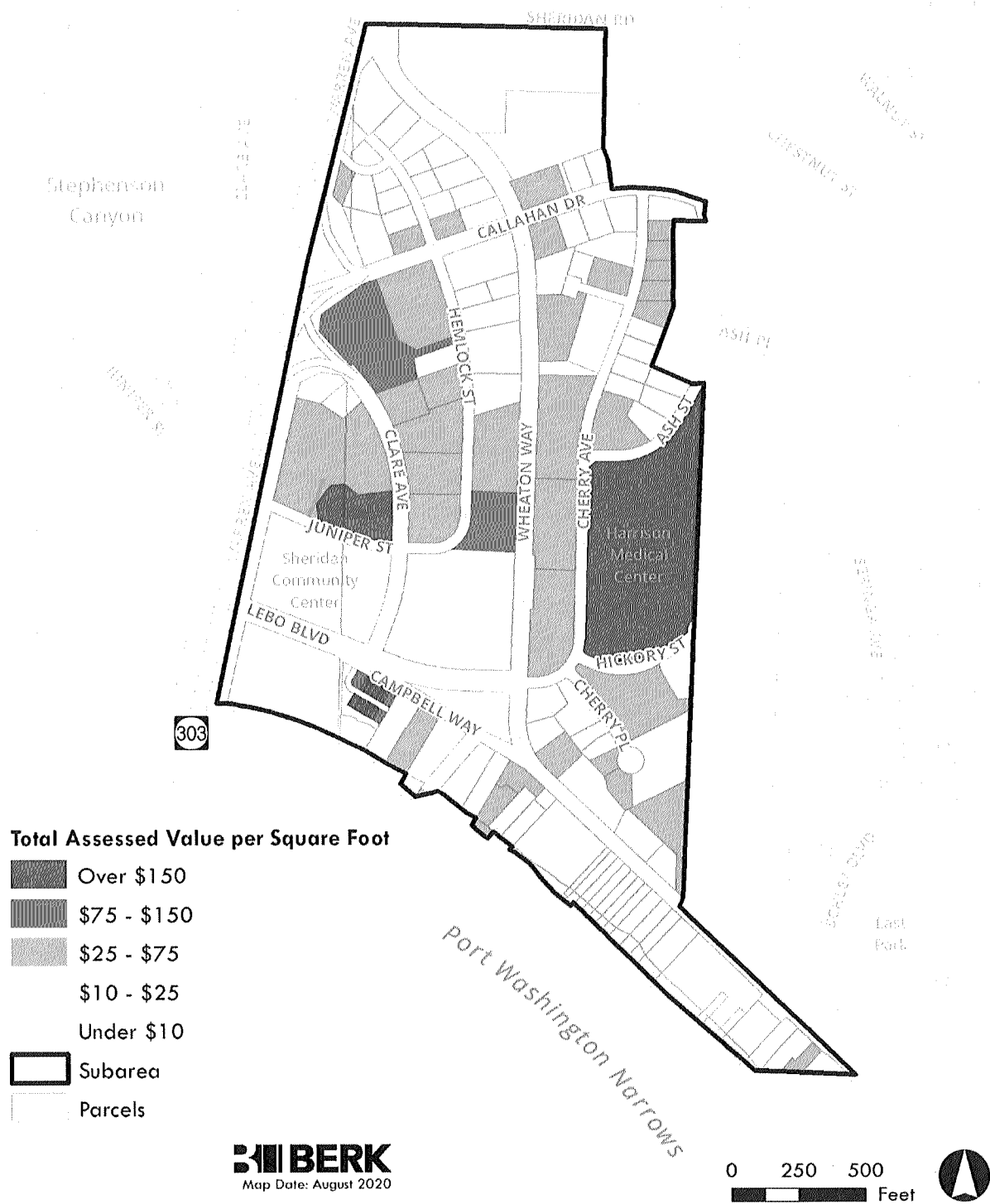
## 9.2 Redevelopment Potential

Assessed value per square foot of land is one metric used to identify parcels that may be likely to redevelop. Parcels where the assessed value per square foot is low, such as parcels with older, low value buildings, and vacant parcels, may be under-utilized. Some of these under-utilized parcels may be likely to redevelop under given market conditions and based on property owner interests. In some cases, parcels that are not under-utilized may also redevelop based on property owner interests or other changes. The site of Harrison Hospital is an example of this.

Assessed value per square foot is mapped in Exhibit 44. The map shows that potential opportunities for redevelopment are spread across the Study Area. Under-utilized parcels, both vacant and those with low assessed value per square foot, the hospital-owned parcels, including both the parcel with the hospital building and the vacant parcel north of it, the City-owned site across from the Sheridan Community Center, as well as smaller parcels along Lebo Boulevard and Campbell Way are potential opportunity sites.

Assessed value per square foot is one way of considering potential change. Other factors play into which sites are ready for redevelopment such as site attributes, zoning allowances, market conditions, owner preferences, etc.

# Exhibit 44 Assessed Value Per Square Foot



Source: City of Bremerton, 2019; Kitsap County, 2019; BERK, 2019.

# Draft Alternatives & Public Comment

As part of the planning process and the Environmental Impact Statement (EIS), three alternatives described below were studied. The Alternatives are further detailed in Chapter 2 of the EIS.

- **No Action Alternative** – The Current Comprehensive Plan and Zoning would be retained and allow modest residential and job increases. Given current market conditions and less investment in the subarea, the relocation of the hospital is likely to result in a net loss of jobs.
- **Residential Focus Alternative:** The Residential Focus Alternative recognizes market conditions are favorable for high density residential development for all ages and income levels. Higher density residential uses would be located to the north, east, and west sides of the Study Area taking advantage of topography, open space amenities, and water views. Mixed use waterfront restaurant and retail destinations support residents and visitors. Flexible multi-use designations would offer professional office, commercial, or residential development opportunities in the core. Mid-block connections, boulevard treatments, and pedestrian oriented street fronts create a walkable community. New park spaces offer community gathering opportunities. This alternative supports the most, new residential dwellings, replacing current employment areas such as the hospital. This alternative adopts a Subarea Plan and a Planned Action Ordinance to guide growth and facilitate environmental review.
- **Employment Focus Alternative** – The Employment Focus Alternative creates a new mix of businesses in corporate campus and multi-use settings, replacing current jobs and adding more jobs. The alternative also adds more housing in higher density formats. Investments would be made in roads including new streets and a roundabout. Parks would be improved and added. The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

Through the Draft EIS public outreach opportunities during the comment period and in response to comments, a Preferred Alternative will be developed that is anticipated to be in the range of the alternatives above and may mix and match features.

## 9.2.010 No Action Alternative

The current intent for the Eastside Village is for a well-planned and designed environment where a potentially large employee population is offered the option to live near places of employment. The No Action Alternative would continue the current Comprehensive Plan designation and Zoning. No Planned Action would be adopted to facilitate environmental review of new development or redevelopment.



## 9.2.020 Employment Focus Alternative

The Employment Focus Alternative creates a new mix of businesses including: two corporate campuses on the north near Sheridan Road and on the current hospital site; multi-use areas along major routes flexibly allowing office, residential, or mixed use commercial; and a retail core at Campbell Way and Wheaton Way. A node of high and low residential density dwellings would be located to the northeast largely respecting existing development. See Exhibit 46.

A new connecting road extending from Sheridan Road to Callahan Drive and a round-about at Clare/Callahan Drive and SR 303 provide additional circulation options to support employment uses. Mid-block crossings improve walkability and access. Improved park space at Sheridan Community Center and Sheridan Park, and added park space would be located in proximity to the water tower near Callahan Drive. See Exhibit 47

The Employment Focus Alternative would replace current jobs as the Medical Center transitions away and allows for net growth rounded to 1,320 jobs as well as 840 dwelling and 1,580 population by 2040, consistent with the horizon year of the SR 303 Corridor Study. See Exhibit 45.

**Exhibit 45. Employment Focus Alternative: Current and Planned Growth**

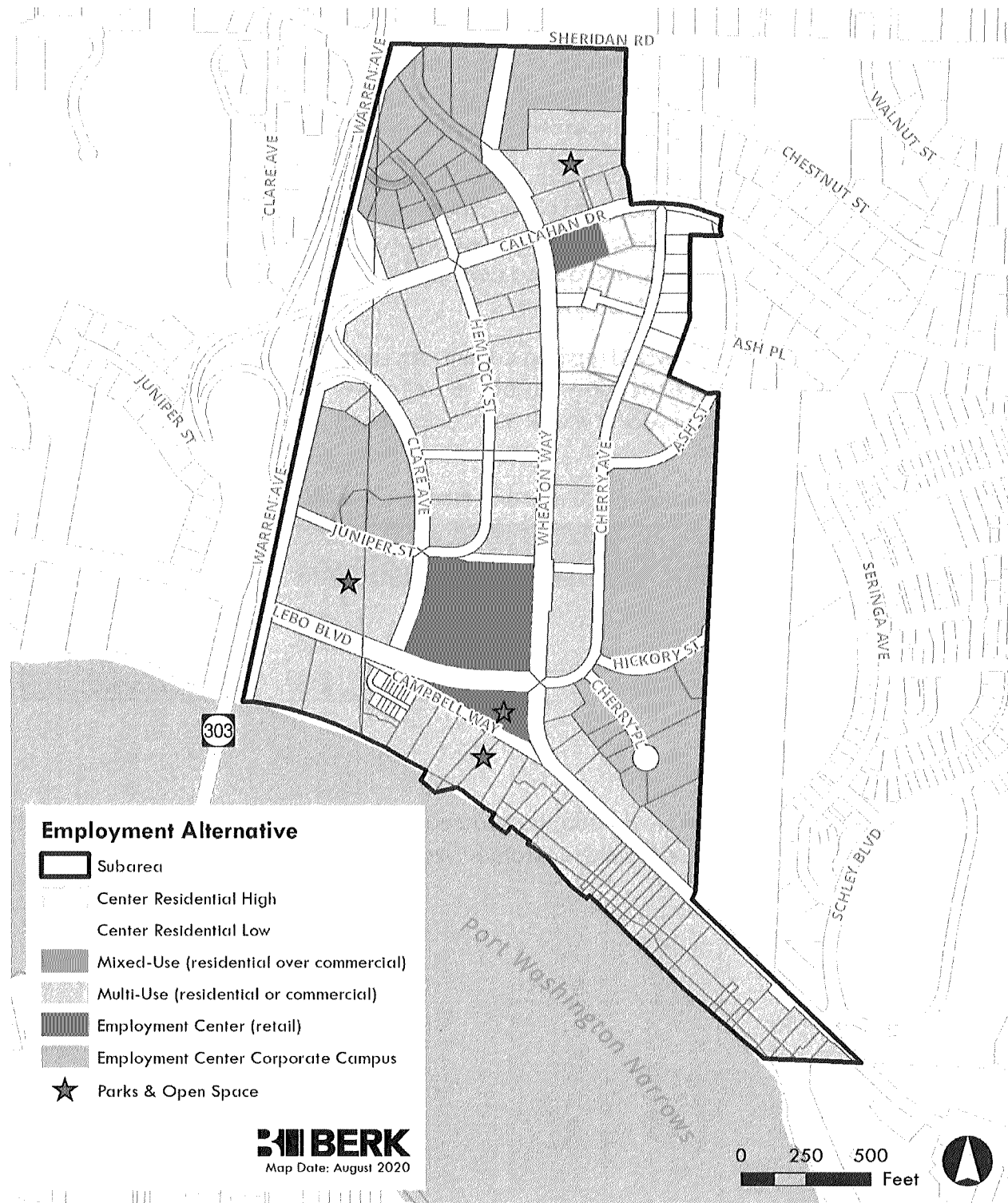
	Existing	Employment Focus: 2040	Net Change*
Population	451	2,030	1,579
Dwellings ( <i>including Convalescent Care</i> )	332	1,170	838
Jobs	2,851	4,171	1,320

\* Net change compared to existing

Source; PSRC 2019; Fehr & Peers 2019; BERK, 2019.

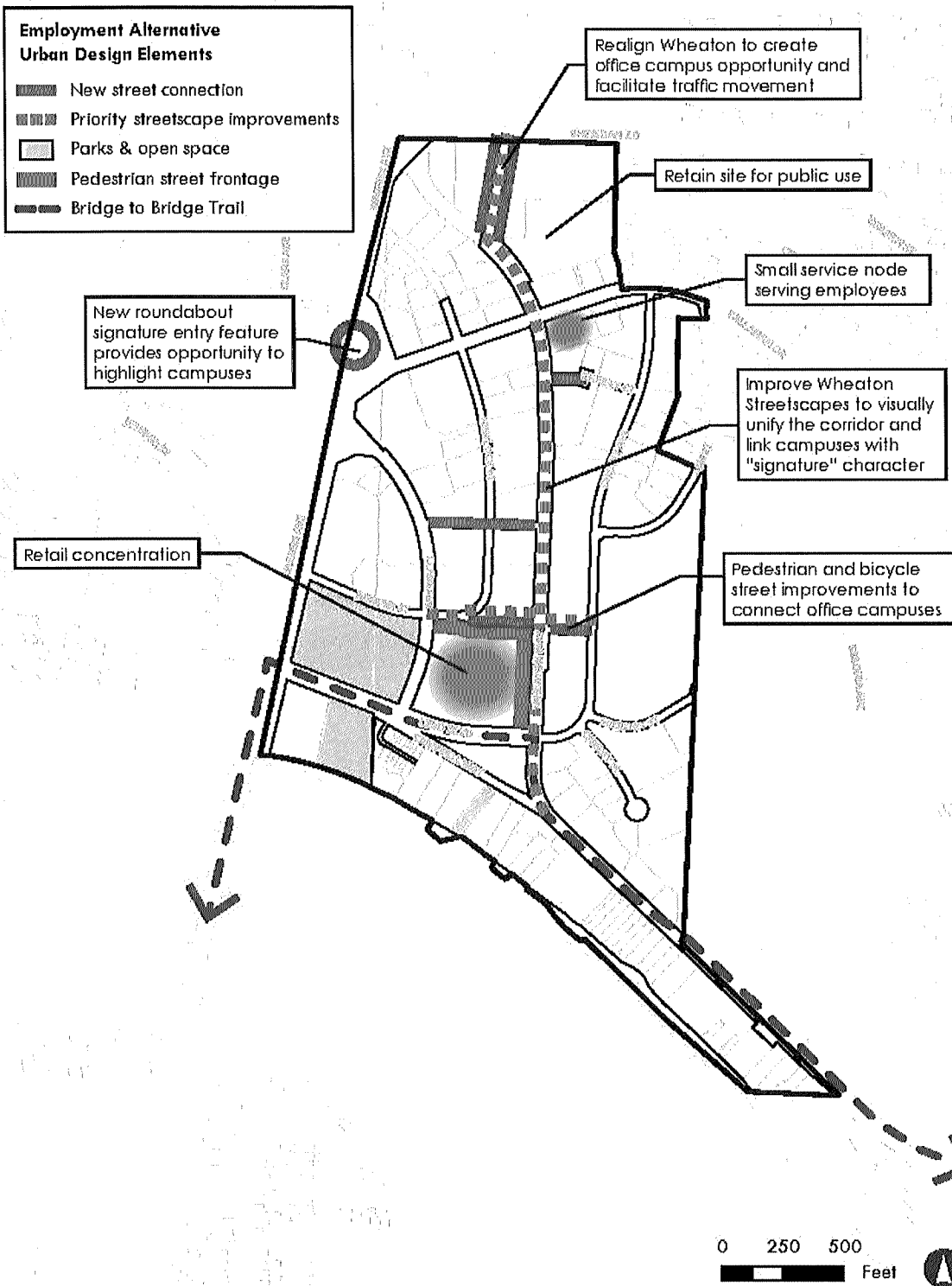
The Employment Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

## Exhibit 46. Employment Focus Alternative



Source: Makers, 2019; BERK 2019.

## Exhibit 47. Employment Focus Alternative Street and Park Improvements



Source: Makers, 2020.

## 9.2.030 Residential Focus

The Residential Focus Alternative would recognize market conditions that are favorable for high density residential development. Residential uses would be designed to take advantage of topography, open space, and water views and be supported by quality commercial services and mixed waterfront restaurant and retail destinations. High density residential development would be newly established on the Harrison Medical Center site at Cherry Avenue and along Wheaton Way north. Areas of flexible multi-use would be placed along central and lower Wheaton Way offering professional office, commercial, or residential development opportunities. Mixed uses with one floor of commercial and multiple floors of residential uses would be centrally focused around Lebo Way and Wheaton Way. See Exhibit 49

Mid-block connections, boulevard treatments, and pedestrian oriented street fronts, along with park space relocated along Campbell Way and located at the water tower at Callahan Drive would add amenities and improve circulation. See Exhibit 50.

This alternative supports net increases of residential development rounded to 1,825 dwellings, and 3,290 population. Since residential would be a focus on current employment areas, this alternative would see a net decrease of -1,395 jobs, rounded. See Exhibit 48.

### Exhibit 48. Residential Focus Alternative: Current and Planned Growth

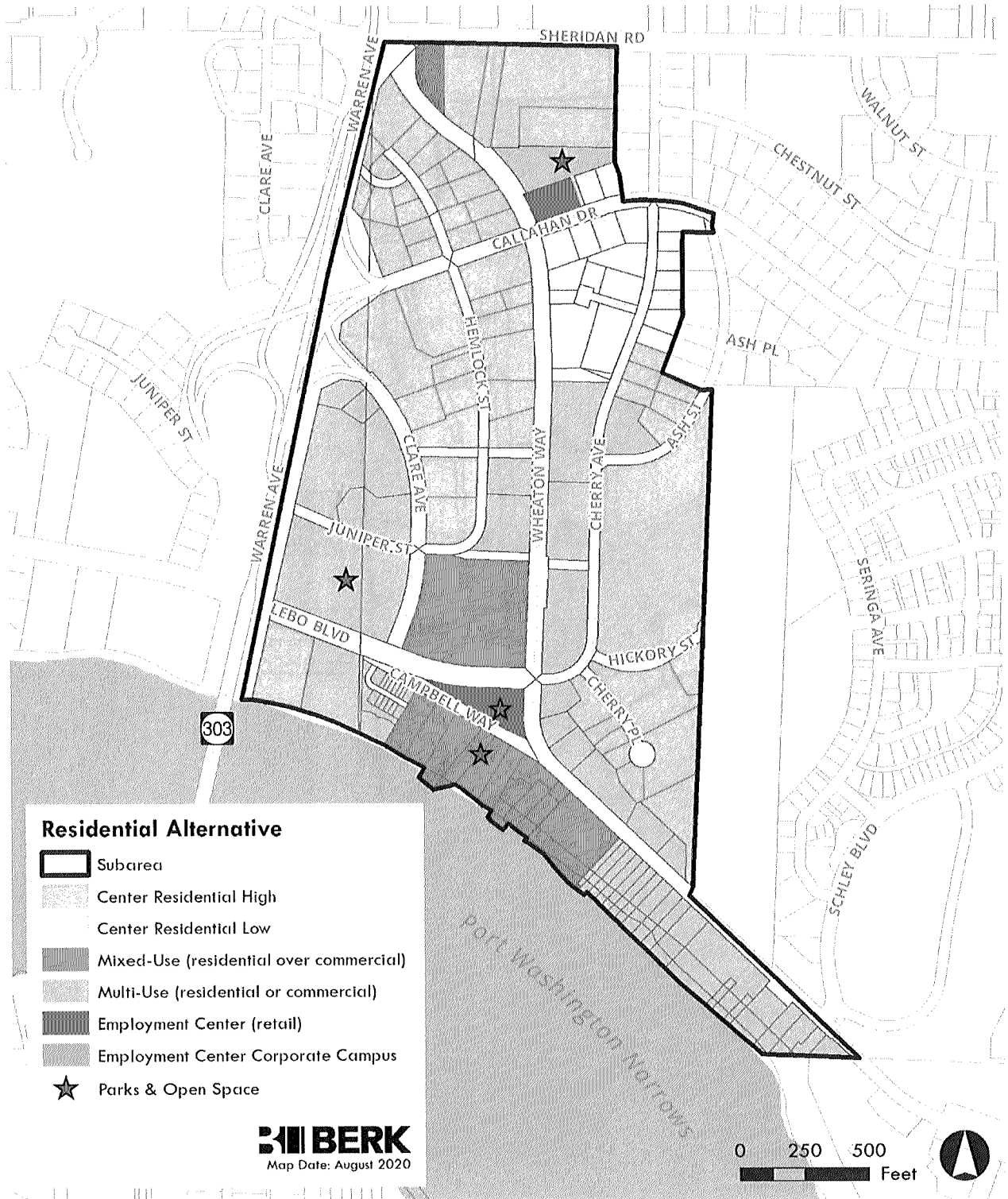
	Existing	Residential Focus	Net Change*
Population	451	3,739	3,289
Dwellings (including Convalescent Care)	332	2,155	1,823
Jobs	2,851	1,457	(1,394)

\*Net change compared to existing.

Source: PSRC 2019; Fehr & Peers 2019; BERK, 2019.

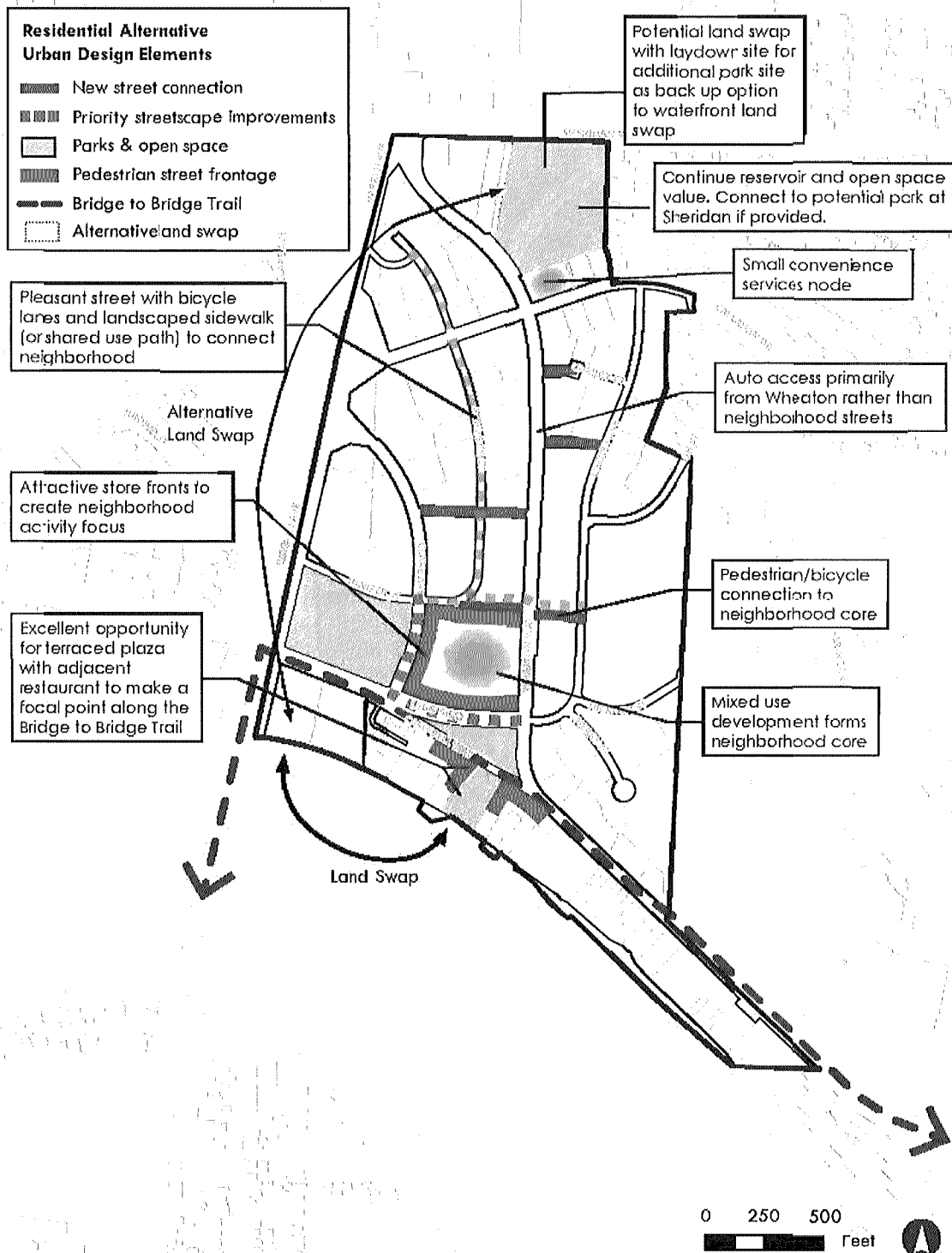
The Residential Focus Alternative would adopt a Subarea Plan to guide future development and adopt a Planned Action Ordinance to help facilitate environmental review of new development and redevelopment.

## Exhibit 49. Residential Focus Alternative



Source: Makers, 2019; BERK, 2019.

## Exhibit 50. Residential Focus Alternative Street and Park Improvements



Source: Makers, 2020.

# 9.3 Land Use Comparisons

## 9.3.010 Alternative Comparisons







Major features of the alternatives are described and compared below.

### Land Use

Each alternative proposes a different focus of land use. The No Action Alternative has a single zone allowing multiple uses, the Employment Center designation. The Employment Focus Alternative emphasizes Multi-Use and Employment Corporate Campus designations. The Residential Focus Alternative emphasizes Center Residential High and Multi-Use designations.

The Employment Focus Alternative assumes the tallest buildings at 5-7 stories for Corporate Campus and mid-rise for Multi-Use at 3-5 stories. Center Residential High is the most emphasized designation in the Residential Focus Alternative with a maximum of 5 stories. Densities would increase under both action alternatives to a range of 20 to 60 units per acre.

**Exhibit 51. Land Use / Zoning Designations Building Types and Development Intensity**

Color	Designation	Typical Building Types*	Typical Development per acre (/ac)
	Center Residential High	5 story multi-family building	40-60 du/ac
	Center Residential Low	Townhouses + courtyard apartments	20-30 du/ac
	Multi-Use	Office building – 3-5 story Residential – Retail**	20-40 du/ac and 13-15,000 retail sf/ac
	Mixed Use	3-5 story multi-family over 1 story commercial	40-50 du + 6-7,000 retail sf/ac
	Employment Center Retail	Commercial buildings	13-15,000 retail sf/ac
	Employment Center Corporate Campus	5-7 story office buildings with some structured parking	20-30,000 sf/ac

**Note:** \*Existing single-family and other existing lower density housing would be allowed. \*\*Residential may be 3-5 stories over 1 story of retail.

Source: Makers, 2019.

# 9.4 Comprehensive Plan Amendments

It is anticipated the following changes to existing Bremerton Plans and codes would be made:

- The Comprehensive Plan Land Use Map would be amended to replace Employment Center (illustrated on Exhibit 39 ) with a designation called "Subarea Plan".
- Goals and Policies in Land Use Element would be amended to refer to Subarea Plan Goals and Policies. See Chapter 2 Vision & Guidance Framework.
- Infrastructure and park concepts would be integrated into the Community Services Appendix and eventually into functional plans. See Chapter 7 Infrastructure Investments, and Chapter 3 Urban Design Concepts, respectively, for infrastructure and park concepts. The City's Noise Provisions (BMC 6.32.010(c)) shall be updated to reference this plan
- Repeal BMC 20.92 Employment Center as this SAP supersedes it.





**10**

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# **Appendix B**

# Preliminary Concept for New Park with Stormwater Features at Lebo Blvd and Campbell Way

The City of Bremerton is considering acquiring and developing a parcel near the intersection of Lebo Boulevard and Campbell Way for use as a stormwater park. The park would be used as a dual-purpose facility to provide water quality treatment and serve as a public gathering space within the Eastside Village. As part of this analysis, Herrera conducted a high-level assessment of existing background information, researched precedent images for regional stormwater parks, and identified key opportunities and challenges for potentially developing this parcel into a stormwater park.

The purpose of this technical memorandum is to conduct a high-level review of the feasibility and potential benefit of a stormwater park at this site. The results are intended to help the City decide whether to include the stormwater park concept in the Eastside Village subarea plan and potentially invest more effort into conceptual engineering design and grant application preparation for this multi-benefit opportunity.

## Methods of Analysis

The potential park site is located on an existing 36,120 sf parcel (R121490531200). As a starting point, it was assumed that up to half of the parcel (approximately 18,000 sf) could be devoted to water quality treatment facilities and the other half to park facilities (hardscape, paths, benches, gathering spaces). The actual area for stormwater treatment facilities may be smaller or larger depending on whether some additional right of way area is used to provide treatment or if a larger gathering area is desired.

The primary stormwater outfall for the Eastside Village is a 21-inch storm drainage pipe that flows under the middle of the triangle site (approximately 12- to 15-ft below ground surface) and discharges to the Puget sound at the Campbell Way Outfall south of the triangle site. Herrera reviewed the approximate profile of this pipe to confirm that it may be feasible to bypass a portion of the stormwater from the storm main to the site by constructing a diversion structure upgradient from the triangle site.

The tributary area upstream of this outfall is approximately 200-acres and has a modeled 2-year peak flow rate of 48.75 cubic feet per second (Personal communication from City of Bremerton [Outfall Modeling Summary]). An adjacent 30-acre drainage basin (East Park) was analyzed by Herrera in 2010. Based on these analyses, the off-line water quality flow rate for the basin is estimated to be between 20 cfs and 30 cfs; 25 cfs was used to estimate the potential water quality treatment benefit of the stormwater park opportunity by varying the potential stormwater treatment facility sizes from 9,000 sf to 18,000 sf and a range of potential infiltration rates of treatment media from 3 inches per hour (representing conventional bioretention media with safety factors) to 100 inches per hour (representing proprietary stormwater treatment media types). Cartridge-type stormwater treatment systems were not evaluated, though they should be considered as an option during preliminary design.

# Results

Based on examining a range of available stormwater treatment facility footprints and infiltration rates of filter media, it may be feasible to treat 100 percent of the offline water quality flow rate from the Campbell Way drainage basin (assumes at least 18,000 sf is available for stormwater treatment facility surface area and an infiltration rate of 60 inches per hour for the filter media used). Assuming 20 acres of pollutant generating surfaces in the Campbell Way drainage basin (rough estimate of 10% of the basin), this project may be able to meet the stormwater treatment requirements of the Stormwater Management Manual for Western Washington for the full 20 acres. However, these results are based on high-level analysis; the actual water quality benefits could be much less depending on available space for stormwater treatment facilities, the type of media used, and potential unidentified site constraints.

## Summary of Opportunities and Challenges

### Opportunities

- **Stormwater Treatment** The park could provide water quality treatment for all pollutant generating surfaces from the Campbell Way drainage basin. *(Note: Further design development is needed to refine the estimate of potential water quality treatment benefit)*
- **Educational Benefits** The park could have aesthetic and educational benefits by creating an amenity that could communicate the connection between stormwater in the urban environment and aquatic resources that depend on clean water, thereby fostering better environmental stewardship.
- **Community benefits** The park would revitalize a parcel that is well-situated near the Puget Sound, improve the pedestrian experience and enhance public offerings within the City of Bremerton.

### Challenges

1. **Pipe Depth** The parcel is generally flat and somewhat sloped toward the water. The existing storm drainage system is approximately 12 to 15 feet below surface grade of the existing parcel. In order to route stormwater flow into the park via gravity flow, a diversion structure would need to be installed approximately 150 to 300 feet upstream underneath Wheaton Way and a new storm drainpipe would be required to route the water quality flow rate into the park. After treatment, stormwater would be routed back into the existing stormwater system and discharged into the Puget Sound. Alternatively, stormwater could be mechanically pumped from the existing storm drainage piping underneath the parcel, routed through the water quality treatment system in the park and discharged back into the existing storm drainage system. The technical feasibility, cost, and maintenance requirements related to these options would need to be studied in more detail.
2. **Stormwater from Mixed Sources.** Because the park would be at the downstream end of the basin, stormwater from multiple sources is mixed together in the existing storm main (i.e. the flow contains runoff from some cleaner surfaces [roofs] and some dirtier surfaces [roads]).

The stormwater park would treat the mixed flow, as it would likely be financially infeasible to separate out runoff from pollution generating surfaces into a separate pipeline. As a result, the facility will need to treat a higher flow rate than if it were treating runoff from only pollution generating impervious surfaces.

3. **Baseflow.** The Campbell Way basin is likely to have baseflow most of the wet season, and possibly year-round. Baseflow can negatively affect performance of stormwater treatment BMPs and will need to be carefully considered during design.

The following images are included to support for discussion or urban design development:

- III Google Earth Pro aerial with parcel location.
- III Google Earth Pro aerial with approximate profile of existing grades.
- III Campbell Way basin map and outfall location.
- III City of Bremerton Storm Sewer system GIS information.
- III Precedent images from Manchester Stormwater Park, Whispering Firs Stormwater Park, Point Defiance Stormwater Treatment Facility and Rochester Infiltration Pond.



